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ABSTRACT

The following matters are encompassed in this study: (1) the state library--its internal activities, its relationships to the library structure of the state, and a projection of its future role and services in relation to its responsibilities statewide; (2) regional systems of cooperating libraries--a review and evaluation of current programs with recommendations for developing public services, personnel, roles and functions of systems; (3) guidelines for developing cooperative relationships with other types of libraries; (4) a review of the Kansas Information Circuit and other aspects of cooperative actions between and among libraries; (5) a review of existing library legislation with recommendations for revised or new legislation; (6) the financing of public library services throughout the state and (7) the role of other types of libraries--school, academic and special within an overall structure of interlibrary cooperation. These are discussed under the following headings: (1) Rationale for Improved Library Services for all Kansans; (2) Background: Previous Surveys and Studies of Kansas Libraries; (3) The Kansas State Library; (4) The Public Library Structure--Regional Systems and (5) Recommendations Toward a Statewide Library Structure. A critical analysis of Kansas Library Laws by Alex Ladenson is appended. (Author/NH)

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A STUDY OF PUBLIC LIBRARY SERVICES IN KANSAS

Harold Goldstein, Ed. D.

LI 002 659

Kansas State Library
Topeka, Kansas
1968

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Introduction and Acknowledgements

In March, 1968, the consultant visited the State Library in Topeka to discuss the scope and direction of a survey of libraries in Kansas, with a view toward formulating recommendations for increased expansion and effectiveness of current library services. It was agreed that the study should encompass the following matters:

1. The State Library--its internal activites; its relationships to the library structure of the state; and a projection of its future role and attendant services in relation to its responsibilities statewide;
2. Regional Systems of Cooperating Libraries: a review and evaluation of current programs with resulting recommendations for the development of public services, personnel, roles and functions of systems, and other aspects of operations;
3. Guidelines for developing cooperative relationships with other types of libraries;
4. A review of the Kansas Information Circuit and other aspects of cooperative actions between and among libraries;
5. A review of existing library legislation, with recommendations for revised and/or new legislation;
6. The financing of public library services throughout the state;
7. The role of other types of libraries--school, academic, and special within an overall structure of interlibrary cooperation.

The consultant made visits to the state agency, and to systems and library units within the state, in May, June, August, and October. The cooperation of systems directors, staff and board members in the State Library and elsewhere was exemplary in its fullness and its courtesy. The provision of data was tendered without question, and the visits were most fruitful in what was revealed through interviews and meetings with staff, board members, and other interested persons. The list of those who so willingly contributed their time is too long to include in this brief acknowledgement. The personnel of several state agencies also were most generous in providing their knowledge about added areas of concern for the role of libraries in Kansas.

Academic librarians willingly met with the consultant at an all day meeting in Lawrence, through the kind hosting of the Director of Libraries, University of Kansas. The Director of Libraries, Kansas State University, a member of the Advisory Commission to the State Library, was also most cordial in furnishing his advice and knowledge to help strengthen the background of the consultant.

It will be seen immediately in this report that no new statistical study was undertaken to reinforce data from previous works. A section of the report reviews these earlier studies. While criticism might be leveled at the lack of such original material, it is equally true that the tabulation of new sets of data would reveal little substantive change from the time of the earlier reviews. More importantly, the consultant felt that this report would be more valuable if it contributed ideas worthy of debate and perhaps implementation rather than if it corrected the facts of library life as they are in 1968. The consultant is not saying, "Don't confuse me with facts, my mind is made up." He is saying that the facts are unarguable, while the interpretations of them and the development of activites derived from the facts are the important elements of future library growth.

Of course, some facts are inescapable, as this report relates: Kansas libraries are poorly supported in the main; there are too few and too widely diffused professional personnel; resources are unevenly available; the population dispersion presents a logistical and operating problem of great size; and the state agency is in need of considerable reinforcement. Since facts generate opinions, the above statements represent the strong feelings held by the consultant. Additional facts would corroborate only the depth of the condition, not the reasons for it. If the condition is acknowledged, and the librarians of the state are to be commended for their frank awareness of these points and many others, then remedies may be applied to diminish the negative aspect and increase the positive side of current library service.

Finally, the substantial number of recommendations given in the two main chapters of this report are multifaceted: they do not state, in many instances, that a single activity will produce only a single result. It is to be understood that professional librarians will see the value (or the lack of it) in the recommendations so as to provide many implementations useful to their operations in many more different ways than the consultant might devise. If this kind and amount of attention is paid to these recommendations, then the consultant rightly will feel he has made a contribution to the existing great accomplishments of Kansas librarians and citizens.

The legal review which is part of this report has been done by Dr. Alex Ladenson, Acting Director, Chicago Public Library, who is a nationally respected authority on library legislation. The consultant is honored that Dr. Ladenson has contributed his knowledge to this report.

I. A Rationale for Improved Library Services for all Kansans

Today's society is dependent on safe and easy communication and transportation to maintain itself and to provide all citizens with the necessities of life. An important element of total communication is the necessary information needed for working, playing, and for progress--information which comes to us in many forms through many channels. In this country, information in books and through newspapers and journals was a continuing concern of the early colonists, whose interest in knowing, learning, and promoting orderly change is legend, and whose foresight established our national leanings toward learning.

Libraries were organized and built in the early days of our country. In succeeding periods, Americans have become accustomed to the idea that a school, public, academic (and later, a special), library is an important strength for education, family life, government, and society generally. In 1968, we support many thousands of public libraries; we find that every school and institution of higher learning must have a library to be capable of providing quality education; industry, government, and private organizations depend on library resources specialized in the information demanded by each type of activity. A state, city, or county is an organization whose citizens of all ages need access to available information of all types. No political unit can maintain a suitable climate for modern living without an adequate information center which provides a basic service to all who need information for a thousand purposes.

In most states, public libraries are now over a centery old, and their hundred years of existence has seen tremendous growth in the number, size, distribution, and support of libraries. However, it is still true, unfortunately, that most of America's libraries are too small, too poorly supported, and too meagerly stocked to be of much use in supplying information to a public which is better educated, financially improved, and better able to demand and use such services than at any other time in this country's history. The user of information who seeks answers from his library expects modern and efficient service; unfortunately, too many libraries cannot meet his demands.

The rationale behind the standards for today's public libraries reflects the system concept--the title of the latest set of guidelines issued by the American Library Association in 1967 is Minimum Standards for Public Library Systems. The import of the statement is that today's problems of library service and the fulfilling of educational and informational objectives cannot be accomplished adequately unless the independent library cooperates with its neighbors to form a library system. Three levels of systems are inherent in the concept of the standards, and in library operations within most states: "The community library, working jointly with the school library, the college library, and the special resources libraries in its area; the system headquarters, supplying resources in depth and specialized personnel; and the state library agency, using its own resources and those of universities, bibliographic centers, and federal libraries."[1] This concept exemplifies the scope of library organization for today and suggests the major responsibility for the library of tomorrow.

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[1] Minimum Standards for Public Library Systems, 1966. Chicago, A.L.A., 1967, p. 12.

If one scans the saddening figures about the current status of all types of libraries presented in the National Inventory of Library Needs, it is easy to be pessimistic about the lacks of manpower, materials of all types, and other elements of library service.[2] All kinds of libraries lack sufficient librarians and materials; all documented evidence of the dollar shortages which control the kinds of library service available and which restrict the progress of libraries is equally frustrating. But the specific figure for Kansas is a shock among the many of negative aspects listed in the national survey: of the 216 public libraries in this state, 215 do not meet the standards expenditure of $4.47 per capita:[3] (data for 1962/64 were used in the Castagna study).

This single line of statistics tells us that a major effort is needed throughout Kansas to upgrade all aspects of its public library services, an effort that cannot be mounted with any hope of success unless the systems concept is exploited to its fullest. The diffusion of funds, the great discrepancy between population concentrations, and the differences in existing resources make it impossible for the people of this state to enjoy modern library benefits unless the present units become partners in cooperative systems.

The rationale, then is the injunction to provide all citizens of Kansas with modern library service through the cooperative efforts of local libraries joined together into a network of systems. The justifi-

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2. Castagna, Edwin. National inventory of library needs. Chicago, ALA, 1965, pp. 4-11.

3. Castagna, op. cit. p. 44.

cation for the rationale is that no citizen today should be deprived of access to modern library services because of an accident of geography, or because of other circumstances beyond his control. Systems alone can minimize the existing differences between easy and difficult access to a broad range of information.

Recognition of the value and the role of libraries in our present society has been given by the federal government for many years. Since 1956, special attention has been paid to the development of public libraries in order to provide service to the millions of Americans without local library outlets. State library agencies have undertaken a new responsibility during these past years as disbursing agents for funds for such development in the fifty states. The state agency, thus, is another link in the system concept which enables local libraries to provide more materials over greater areas. In the last five years, additional federal support for school, academic, and some special library development has resulted in the increased effectiveness of these libraries and their services. Today the federal government is involved through a large number of laws in helping libraries of all types to meet modern standards of operation and to perform effectively for the citizens of this country.

A number of statements about the value, respectability, success, and influence of libraries could be inserted here to substantiate the general view which is stated. If such statements are unknown to the readers of this report, they can be found in many issues of current library journals.

Some few statements in the first chapter of the Minimum Standards...are worthy of repetition here because they are, in effect, timeless reminders of what librarianship is about. In describing the possible answers to the question, "Why should a public library exist at all?", Mr. Alvin Johnson, a noted adult educator, gives cogent answers: "to help people get along in the world, to help school children get better grades, to help businessmen make more money, to help preachers write sermons that will keep the congregation awake, to help newspaper men distinguigh Marquis James from Marquis Childs and both from Don Marquis."[4] He points out that these are good but not necessarily the fullest or best answers to the question. The main reason for the existence of libraries, he feels, is that they function as an open door: "the public library is a way of escape from the narrow areas of our individual lives into the field, finite, no doubt, but unbounded, of the wisdom and experience of all mankind. It is not the only way of escape, but for the majority of us it is by far the widest and easiest to pass through, thus the one that we should be most careful to keep open and free from impediments."[5] Further along, he points out that "For the overwhelming majority, the quickest and easiest access to the world's best thought is through the public library."[6]

The succeeding pages of this report will deal with the problems of which Kansas libraries face in meeting these obligations and in maintaining the general trust implied in Mr. Johnson's thoughts. If it is

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4 Minimum Standards for Public Library Systems, p. 2.

5 Op. cit., p. 3.

6.Op. cit., p. 4.

agreed that libraries in this state should serve as he suggested, then ways can be found to make it possible for them to become the "widest and easiest open doors" to all manner of man's recorded knowledge, in whatever form, for the benefit of all citizens everywhere in Kansas.

II. Background: Previous Surveys and Studies of Kansas Libraries

A number of studies have been made during the last decade to present the story of the activites, developments, and problems of Kansas public libraries. These studies have provided recommendations for action to improve the financing, structure, services, and evaluation of library services to the citizens of the state. In most of these surveys, the State Library's relationships to public library services are discussed, with a view toward strengthening the connections between a central agency with statewide responsibility and the local and/or regional units of operation. A short resume of the recommendations of several of these studies is included here as a reminder that the problems set forth are both universal and as yet unsolved.

One such study related the story of the Kansas Traveling Library Commission.[1] This survey indicated the close, and often confusing, relationship between the functions of a state library agency which served governmental activities and the public library service component of a state library authority. The KTLC, as the Commission was known, served as an established function from 1899-1963, when its services were combined with the present State Library Extension Service. During its more than sixty years of operation, the KTLC circulated millions of volumes to thousands of Kansas citizens who were without local library service, or who were provided with inadequate local resources. During the latter years of its operation, its personnel served as local library consultants who traveled throughout the state helping the untrained and locally limited librarians to provide some type of book and information service.[2]

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1. Drury, James W. The Kansas Traveling Library Commission: an administrative history, Univ. of Kansas, Govt. Research Center, Govt. Research Series No. 30, 1965. 29 pp.

2. Op. cit., p. 12

In 1965, also, a study was completed by Dr. Kenneth E. Beasley, then Director, Research Department, Kansas Legislative Council.[3] The author portrayed the development and status of public libraries throughout the state, with special reference to the financing, organization, and operations of the more than 300 public libraries found in Kansas. Two chapters of the study dealt with the role of the State Library in relation to the dispersal of federal funds under LSA and LSCA.

The recommendations brought forth by this study led to a proposal by the Education Committee of the Legislative Council for laws which authorized the creation of "district Library systems." Under this new law of 1965, "regional cooperating libraries comprising the territory of one or more counties may be formed by petition, subject to the approval of the State Library Advisory Committee... Each system board would be authorized to levy a minimum of one-half (½) mill of tax for library purposes on all of the taxable property within the boundary of such regional system of cooperating libraries not within a district already levying at least a quarter (¼) mill for library purposes."[4] (The original bill proposed that systems be allowed to tax ½ mill; and that the exemption requirements be ½, rather than ¼ mill.)

An interesting suggestion was made regarding the future of the Kansas State Library: that the agency could probably place increasing priority on the availability of more resources from local areas than through its present program of sending "trunk" libraries--small collections loaned by the State Library's Extension Department from a central collection. Additionally, it was suggested that the State Library would use federal funds

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3 Beasley, Kenneth E. Survey of library services in Kansas. Kans. Legis. Council, Research Department, Publication No. 254, October, 1965.

4 Op. cit., pp. 56-57.

to make more direct grants to local libraries and systems to build their resources and services. Such additional directions, or changes, would not, "however, diminsh the responsibilities of the State Library in maintaining a research library for the Supreme Court, executive agencies, and the Legislature."[5]

Several general points from the Beasley study should be emphasized for their relevance to the current picture of library services:

1) The great majority of Kansas libraries are small ones, serving basically rural areas; 83% of the 212 libraries reporting for this study had fewer than 20,000 volumes at the end of 1963, and 38% had fewer than 5,000 volumes.[6]
2) For the entire state, library expenditures per capita were $1.44 in 1963;[7] the distribution of these funds indicated significant differences between national averages for major categories of expenditures (salaries, books, overhead).[8]
3) Libraries were found to be deficient, generally, in their periodicals subscriptions; about 51% of all reporting libraries maintained vertical files; and the qualifications of most libraries outside the largest units were below the standard professional level.[9]

Many more facts were unearthed by the staff which conducted the study to bulwark the case which led to the proposal and adoption of the systems law. In general, the study indicated that the need for rapid amelioration of the below-standards level of library service supplied by libraries away from the large population areas of the state. While the situation was and is typical of many other states with large areas and small populations, obviously less attention has been paid to the peculiar conditions in Kansas.

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[5] Op. cit., p. 57

[6] Op. cit., p. 7

[7] Op. cit., p. 36

[8] Op. cit., p. 38

[9] Op. cit., pp. 14, 16, 20

In 1966, S. Janice Kee then a member of the Department of Librarianship, Kansas State Teachers College, Emporia, completed a study which was undertaken at the request of the former State Librarian, LeRoy G. Fox.[10] The study, spanning ten years, "reviewed the materials at hand and provided an assessment of the progress and direction of public library development since 1956." "The writer considered...four factors: (1) existing library resource (library strength), (2) a population base of 100,000, (3) a financial base to assure library and adequacy, and (4) geographic charactertistics, including highways, etc."[11]

Miss Kee reviewed the financing structure for public libraries, and found that a piece-meal, inconsistent pattern prevailed. In particular, she dealt with the important question of the local-state-federal shares for providing adequate modern library services to all citizens. She found that 87% of the total funds were locally derived, 3% were from the state, and 9% were provided from federal programs.[12]

Her recommendations appear to this writer to be valid and familiar, especially in view of the developmental pattern obvious in other states. All of the recommendations were aimed at the potential establishment of a state system of library services: standards for a state system; further study of the law relating to the definition of the adequacy and to the definition of the regional pattern; a state plan which would provide substantial funds for strengthening regional centers for a two-three year period and for increased in-service training; and a program of state grants-in-aid to support a statewide library system.[13]

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[10] Public Library development in Kansas since 1956...March 1966. 53 pp.

[11] Kee op. cit., p. 3.

[12] Op. cit., pp. 8.

The last recommendation in the Kee report relating to a program of state grants-in-aid is carried forward in this study. There is no doubt in the mind of this consultant that such a recommendation--and its implementation--is a necessity for any future development of public libraries in Kansas.

Another study of relevance to any surveyor of the Kansas library scene is one by Drury.[14] In this review of the financing patterns of Kansas libraries, Prof. Drury compared the sums, levies, and other financial data between 1940 and 1963, reserving some selectivity in the actual years selected for study. The data are interesting and show the difficulty with which most Kansas libraries operated too many undersized libraries received too few funds to achieve measurable levels of standardized service. He questioned whether the city can be any longer the most appropriate local unit to provide necessary modern kinds of service, since the city can no longer provide the tax base for such support. He commented on the problem of consolidating small units into a more feasible, yet locally acceptable, pattern in order to provide service adequacy which would be determined by standards and by professional librarians.[15]

Dr. Drury's figures are indeed indicative of the struggle within the state to achieve the necessary level of support in three classes of cities to provide modern library service. The conclusion from his study, corroborated by the other reports mentioned above, is that the widespread variances in population, area, and local support levels have structured the state into a familiar library scene: the "haves" and the "have-nots."

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[13] Op. cit., pp. 13-16.

[14] Drury, James W. Recent developments in financing public libraries in Kansas. University of Kansas, Govt Research Center, Special Report Series No. 132. 1965. 25 pp.

[15] Drury, op. cit., p. 24.

This brief review would be remiss if it did not give attention to the continuing studies of library service which are produced annually by the State Library. These reports are statistical compilations of annual progress, which are valuable for comparative data about library financing, personnel, operations, resources, and physical facilities. The series does not interpret the data, since the reporting of the information is specified by statute. The data are derived from the annual reports of the libraries included within the master compilation.

The State Library is responsible also for the preparation of a full report submitted annually and at other times to the U. S. Office of Education Regional Center. These reports, both narrative and statistical, are an excellent source of information about the state agency's operations and the relations between the agency and system operations. No review of the current status of library service in Kansas would be complete without reference to these statements.

In January, 1966, the State Library conducted a survey of Kansas correctional institution libraries, in cooperation with the office of the Director of Penal Institutions. The report commented on the then unsatisfactory level of operations of all the institutions visited, and recommended some actions toward alleviating the poor level of finance, resources, facilities, and service.[16]

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[16] Survey of Kansas correctional institution libraries. Kansas State Library, 1966. 14 pp., appendices.

This survey was followed in 1967 by another concerned with the institutional library, and the second report considered libraries in the twenty-two state institutions throughout the state. This survey recommended that: the state provide sizeable appropriations for library resources in institutions which allow for the employment of professional librarians; the State Librarian should be charged with responsibility and be given the authority to allocate additional funds to these institutions for their needs; a processing center should be provided to handle acquisitions; that professional staff and administrators of the agencies be given a strong voice in the selection of useful materials.[17]

These two studies reflect the growing national interest in the relationships between library service in the general domain and the libraries of institutions. This concern was made evident in the framing of a new title under LSCA, IV, which provides for the implementation of library service to institutions. The verification of the condition and support of of libraries in Kansas institutions should be useful data for the future plan of activity under this title.

In September, 1968, a report was submitted to the State Library which concerned itself with Kansas libraries in the context of a statewide network of resources. The study brought forth several recommendations: that the State Librarian have the authority to coordinate, develop, and publish a statewide plan for all libraries; that short and long range plans be developed which will provide the basic framework within which each library will develop its own operations; that state financing be made available to help develop resource centers; that the state underwrite the cost of expansion of existing communication and delivery systems to libraries; that non-public libraries be brought into a plan of participation; and that the State Library be strengthened through increased support and attention to its role.[18]

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[17] Marcoux, Dale C. and Leach, Hugh V. Library resources survey; Kansas Institutions. 1967. 76 p.

Many of the previous comments about the current library picture reflect the thoughts of the present consultant, and the details of concern regarding academic, public, school, and special libraries are of interest and value. With reference to the State Library, this report suggests that its general holdings be disbursed throughout the state among the proposed resource libraries.[19] At a future time the state library agency would become a special library.[20]

Finally, in 1968 a member of the State Library staff compiled the Kansas public library laws and related items into a report which reproduces the text of these laws and provides a single source for reference to appropriate legislation.[21] This report is the basis for Dr. Ladenson's study and recommendations of Kansas library legislation, and his statement is included in this report.

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[18] Foster, Robert D. Library resource and service center of Kansas...Center for Urban Studies, Wichita, Kansas. 1968. pp. 8-13.

[19] Op. cit., p. 53.

[20] Op. cit., p. 54.

[21] Knecht, Fred P., comp. Kansas public library laws...Topeka, K.S.L., 1968. (unpaged)

III. The Kansas State Library

The beginnings of the Kansas State Library date back to the days of territorial government. In 1861, when Kansas was made a state, the State Library became an official agency. Since 1873, it has been under the management of the Supreme Court, whose Chief Justice is official chairman of the State Library Advisory Commission. From its establishment in 1855 until 1889, the Library consisted of two departments, Law and Legislative Reference; in 1889, the Stormont Medical Collection was established as a memorial to David W. Stormont, and a promise was made that the collection would be called the Stormont Medical Library as a part of the State Library. The collection was moved to the Stormont-Vail Hospital in Topeka in 1963. (This special collection is not reviewed in this report.)

In 1899 the Traveling Library was established as a department of the State Library, with a separate commission; the purpose of this new activity was to provide books throughout the state as an extension of the services of the state library agency. The State Librarian served as ex officio chairman of the Commission. During its sixty-four years of operation, the agency circulated millions of volumes (many of which became the basis for local library establishment), provided guidance and consultation, and demonstrated modern techniques of library operation. In 1963, the Legislature abolished the Traveling Library Commission and incorporated its collection and services within the state agency. At present, it serves as the Extension Department of the State Library to fill requests for materials; loans are made through "trunks" of books.

The present Law and Reference sections of the State Library are busy agencies. The Law Library continues to serve the Supreme Court and the state judiciary, as well as the legal profession and citizens throughout the state. The Reference Library maintains a bill indexing service for the Legislature, in addition to serving as a nerve center for a variety of information retrieval activities involving schools, local libraries, individuals, and groups throughout the state. Its large collection is a major reference resource as part of the total resources of Kansas libraries.

This short review cannot illustrate adequately the large volume of library business which the sections of the agency handle on a daily basis. The three components are closely involved in extending the usefulness of local libraries, as well as providing service for state agencies, cooperating with larger units, and consulting with other types of libraries on speical projects. These activities operate in a nightmarish physical setting which limits adequate handling of the materials, adequate preservation and collection updating, and easy self-service use by patrons. The State Library represents the total state government in terms of providing services; it can only be described as a physical anachronism and an impossible conglomeration of outdated and inadequate space.

Since the inception of federal aid to public libraries under the Library Services Act of 1956, followed by more aid through the Library Services and Construction Act of 1964, the state agency has been responsible for implementing public library services. As LSCA made possible additional funding for a larger scope of library services, the state agency staff reflected this growth in its departmentation. Staff members were hired and assigned to work related to the various funding activities--Title I and II.

The total activity and role of the Kansas State Library should be considered from two angles: 1) the daily operations of a large library unit through the Law, Reference, and Extension services; 2) the obligations and needs of the agency as the disburser of federal funds--promotion, approval, and evaluation of plans and programs to aid the development of public libraries (mainly) throughout the state. Thus, an internal and external responsibility is intertwined in the agency and in its commitment to state library service. The financing of the two elements must be considered on an internal/external basis: the budget from state funds which helps maintain daily operations supplemented in some ways by federal funds where services and resources can be used legally and logically to further both internal and external responsibilities; the federal moneys available directly through the agency for external purposes--buildings and equipment, resources, consultative help to upgrade and expand local libraries. The coordination of funding for internal services and for the development of public library services externally on a state-wide level is a logical, if not indeed unique function of the state library agency.

The State Library as a State Agency

The current scope of activities derived from its authorized functions are both familiar and unique. Such daily services as the answering of questions and the supplying of materials from the Reference Section are typical of large library resources everywhere. The specific responsibilities of the Law Library are well known also, and they are a reflection of the role of a special collection and the necessary individualized services related to its resources. The Extension Department, as a result of changes both in its structure and the needs of the state, fulfills the common role of supplying materials to many smaller library units. Since 1967 the role of supplying materials has been shifted to the Systems, and the Extension Agency now provides supplemental materials to Systems, rather than direct loans to individual public libraries.

The general public library advisory role presents two aspects: cooperative, efforts and services as requested from the large libraries; and consultative leadership activities aimed at helping smaller units. The first of these functions may be generally materials--oriented since the large libraries seek additional resources when their own are either exhausted or limited.

An example of this relationship at the library system level is the inclusion of the state agency in the Kansas Information Circuit (KIC). This body was made possible by the application of federal funds through grants to each of the six large public libraries for the installation and servicing of a teletype system for interlibrary loan service. The State Library long had been a center for receiving materials requests from either small libraries or individuals without local library service. The operation of such broad-based cooperative service has helped small local units to receive better service, and large library units (KIC) are able to share more equitably the entire flow of requests for materials under contracts and funding by the State Library. Questions from libraries not part of systems, and individual requests, are handled at the State Library. Non-system participants requests are handled entirely by the State Library and are not transmitted to KIC which is responsible under contract for assisting system members. Non-participants may, and have, contracted with Systems for Interlibrary loan and KIC service. Relief is afforded both the state agency's collections and the other KIC members by down-the-line checking of System collections for requested materials. The ability of the State Library to help finance and operate such a service is an example of the intertwining of extended service and responsibility made possible through LSCA.

With the advent of federal aid under LSA and LSCA, the state agency has attempted to demonstrate the values of cooperative activity, and to supply books and consultation to small units and Systems. State personnel during the last several years have played effective roles, on a limited basis, in helping to raise local library operations closer to acceptable standards.

The systems law has placed great responsibility than ever on the staff of the state agency to supervise and evaluate standards of library service as the basis for grants. The results of this drive toward more effective organization are real enough--that is, when smaller units join cooperative systems, their trustees and librarians come to understand better the responsibilities and problems of modern library service. But the actual achievement of improvement will require, for some time to come, additional state agency personnel as system consultants who are proficient in major areas of library operations--resources, processing, administration (including financing and building), and services.

These few paragraphs should serve to illustrate the duality of the state agency's responsibility to the total public library problem. On the one hand, the agency must supply from its own resources considerable aid; on the other hand, it must carefully disburse available funds to further the development of these libraries. If KIC is one example of another kind of duality-more efficient routing of state agency requires as well as a more effective cooperation among large libraries--it is possible that other kinds of dual roles are necessary to achieve the standards of service to which all citizens are both entitled and which they deserve.

The expansion of the Library Services and Construction Act to include two new titles (III-Interlibrary Cooperation; IV-A and B, Services to Institutions, and Services to the Blind and Physically Handicapped) gives further meaning, as well as help compound the confusion, to the expanded role of the state library. These two titles suggest first that the agency must add experienced personnel, and second, that the future development of the state library will bring about different relationships than exist between and among all libraries within the state.

However, even without the additional responsibilities of these new titles, the expeditious and proper use of federal funds under Titles I and II of LSCA demand a fulltime share of attention by the State Librarian and his staff. There has never been, nor is there likely to be, sufficient funds to finance the kind of expansion among small libraries necessary to provide near-standards levels of service. The selection of libraries for grants, the evaluation of the uses of funds, and continued close relationships with these libraries demand the major share of time of an adequately-sized staff in a state agency. The continuation of federal support is contingent on the construction of a proper plan for fund use; and the State Library must provide staff to evaluate current activities so as to project adequate future plans which will receive approval and financial support.

Regardless of these additional facets of work, the State Library must still serve agencies and individuals within the total state government. State governmental functions traditionally have not been organized with a concept of the need for information and research services, with the possible exceptions of health, education, and legislative areas which have tended to develop their own aids. The State Library has been traditionally either a legal, historical, medical or legislative materials center, to which have been appended (by default as much as be expansion) modern, typical services to public libraries as well as to other state governmental units. The history of the Kansas State Library provides only scattered evidence that there has been much use and service to state government in past decades; the evolution and operation of the Kansas Traveling Libraries Commission, indeed proved that outside influences were necessary to achieve a service whose purpose was the development of local libraries.

This statement is not intended as a deflation of the role or success of previous State Librarians. Rather, in the nature of the development of public libraries, the concept of a central state agency directed toward furthering total public library service is relatively recent in most states. Even though Melville Dewey in the 1890's in New York state began a kind of extension service, and in Kansas shortly thereafter a similar kind of activity appeared, for the most part the acceptance of responsibility for this kind of development was not a universal one for state libraries. When the state agencies grew sufficiently to embark on such programs, in relatively recent times, demands on their total services had grown also in proportion. As a result, during the first year of LSA (1956), all state agencies saw a great need for the strengthening of their resources before they could embark on a program of aid to public libraries in their respective jurisdictions.

The problem today, in this writer's opinion, is to create a practical and acceptable weld between the special resources and staff serving state government, and the outreaching responsibilities--with different demands for staff and resources--resulting from the central role of the state library in the administration of federal and state aid funds for library development. The achievement of the weld cannot be realized until all financing for state library services is sufficient to maintain adequately both major responsibilities.

The State Library--today

The basic components of any library unit are staff, resources, finances, physical facilities, program and services, and the means to evaluate its activities. The Kansas State Library now reflects past practices, which must be maintained and expanded. Obviously, financial support must be commensurate with the total expansion of the operations of the agency.

The staff component may well be the most important element of the library's present and future role. The State Library has a number of dedicated and responsive personnel, but the total staff size and professional stature is inconsistent with the scope of its services and responsibilities. There are too few professionally trained librarians, and there cannot be a larger number until both an adequate classification and pay plan is achieved.

There should be experienced, professionally qualified persons at the head of each section of the agency dealing with the federal program. The present staff deserves much credit for its devotion to the execution of the obligations of the agency at the federal level. However, their lack of experience at professional service levels limits the state agency in providing a full range of consultative activities--from collection building based on clientele analysis to streamlined administrative activities in small libraries.

The present staffing patternis more adequate in the internal and older activities of the agency than in the new areas undertaken since LSCA. The older sections of the Library are headed by personnel whose experience and general qualifications provide a traditional and ongoing service. For depth in each major area, however, additional well trained and experienced persons must be recruited to provide for expansion, new directions, rapid change, and experimentation with new concepts.

Not only is additional staff needed for expansion of service, but also a larger staff is a necessity to keep the large materials resources from deteriorating in value.* The decline is not so much physical as it is more importantly and more expensively, the loss of adequacy through inability to

*Note: The present size of the State Library's total holdings of all types--historical, legal, bibliographical, and trade books--makes it one of the largest libraries in Kansas. This total collection will expand through regular yearly acquisitions; but the maintenance of older, as well as current materials, is a major operating problem.

add, delete, combine, expand, and initiate new kinds of materials. Such loss is more likely when collections of all types are large enough to be beyond the control of one or two persons--when a corps of experts, actually, is needed to maintain the efficiency of use of older materials and to add needed new items and new forms.

A major difficulty in the way of effective use of more staff is the absolute space deficiency and disorganization. There is literally no place to expand, to rearrange, to make more modern any aspect, phase, or area of the current library. Aside from materials storage, it is inconceivable that a central information resource should be so poor in space as to require the continued use of outmoded storage devices--the present form of the shelving, cabinets, etc.--which prohibit adequate use and display of materials. It would be difficult to find another example of the overcrowding to be found in the State Librarian's office, the public service areas of the Law and Reference departments, and the Extension Department's space. It is a tribute to the staff that not only business as usual is maintained, but also that the elements of the business are kept apart and in orderly sequence.

But, while space is a major problem around which other aspects of the agency must focus, it is true also that resources and staff must be supported at the highest level consistent with programs and obligated services. It is easy to point out that the financial base of the agency is too small for the responsibility and spread of a modern state information and reference center; but since the agency is only one function of state government, it must compete with many others for the available public moneys.

One special pleading might be mentioned, however, a library's service value is derived from its ability to collect, organize, and distribute all of the necessary resources to its clientele for their needs. Since the building of the resources has taken time and represents a large cumulative expenditure it should be stressed that there is grave danger of losing much of the investment unless staff is expanded and upgraded, adequate physical quarters are found, and additional funds provided to maintain normal and accelerated materials growth. Every volume which is outmoded and which should be replaced demands a small amount of the budget for its upkeep instead of being replaced with a useful, up to date item. Catalog card drawers must be constantly revised to maintain the usefulness of the library's basic tool, and the maintenance of any sizeable card catalog requires a substantial portion of the funds available for the processing and organization of all materials. All funds spent for materials must be regarded as part of the maintenance function; insufficient funds for any element of the total cycle of acquisition, processing, use, and maintenance reduces the overall expenditure in effectiveness.

The current budget of the State Library is insufficient for the task of such maintenance to the operation and expansion of all libraries in the state, and in terms of desirable as well as required services to state government. According to the most recent evidence of the funds available, Kansas is spending about 16¢ per capita annually for all of the activities and salaries of the State Library.[1] Since salaries represent the biggest share of any library's budget, probably about 6¢ per capita is being spent annually for the services aspect of the library. One can imagine what kind and levels of statewide service, as well as internal service to

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1 Kansas State Library. Report to the Office of the Secretary of State. Biennial Summary, 1968, pp. 9-12.

government, can be provided with approximately $130,000 for all activities other than salary and wage expenditures. Federal funds, under LSCA, are excluded from this figure; however, these funds add only another 40¢ per capita* for library purposes of all types (those which are approved for expenditure under authorized categories). The total figure, of course, is exclusive of local-municipal and county levies for library service.

Aside from the bill indexing service during legislative sessions, this reviewer cannot point to other evidence of new service activities in the last several years. There are cooperative activities with other libraries through interlibrary loan (KIC), and the servicing of a large volume of daily requests for materials and facts. Since the state library is charged with responsibility for serving citizens without local library resources, a continuing portion of the daily work load is from such sources. While the new programs are limited with respect to the internal services of the agency, however, program expansion is inherent in the state agency's activities connected with the development of public libraries across the state, particularly under the LSCA. Each year a statement of the library's plan must be filed in the appropriate federal offices for approval. The plan is the program statement, with reference to a stated set of sponsored activities or projects for which the funds will be spent and for which they are made available. A short review of these plans for recent years gives an idea of the enlarging scope of the program of the agency:

1967-68: Title I, Public Library Services--use of funds for the purpose of achieving minimal, adequate service through grants to library systems to develop free access to services of libraries; such grants to be made on the basis of written applications.

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*Note: State funds for the Kansas State Library amounted to approximately $315,000, which provides approximately 15¢ per capita. If federal funds are added, this sum of approximately $866,000 provides another 40¢ per capita for State Library operations to all citizens.

Elements of the total program: Planning, development of network of public library systems, expansion of the Kansas Information Circuit and the Kans. Libs. Syst. Advis. Council, to make the State Library a coordinative and supportive agency for statewide planning and programs.[2]

*1965-67: Upon the provision of a state law for the formation of cooperating systems, the State Library granted federal funds to systems after submission of proper petitions and proposals for the establishment and reinforcement of local units.

*1964: Demonstration of library service by extending direct service to residents outside the county seat of Hoxie in Sheridan County--a collection of 4,000 volumes were deposited in the Hoxie Public Library for the purpose of loans to residents outside the limits of the community. This demonstration led to a two-county unit with financing at the local level. In Wyandotte County, bookmobile and branch outlets served to provide public library service for the first time to over 60,000 citizens. A library district was voted in November, 1964.

*1963: Wabaunsee and Pottawatomie counties established a regional library, which was staffed by state agency personnel. The State Library provided assitance until January 1, 1964, when local funds were available.

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[2] "...State plan for library programs." Kansas Library Bulletin. 36:2; 3 pp. 4

*Data for these years were taken from the State Librarian's annual report to the Library Services Branch, U.S.O.E.

The Traveling Library Commission with the aid of LSA funds conducted similar demonstrations using bookmobiles, deposits of materials, and state staff for the years previous in 1963.

The tabulation, incomplete as it is, indicates that the programming direction has been allied with the objectives of LSA and LSCA, wherein state agencies have been charged to expedite the development of adequate local library services. The current program for the state library and for the next fiscal year supports the drive begun earlier; the substantive results are the enlargements of system resources (of all types); the maintenance of KIC: the expansion of local reference resources; and the continued provision of library informational materials to enhance the usefulness of systems in providing total, statewide service. The specific activities of the current plan are aimed at furthering the fundamental objective of both state and federal library aid are modern, adequate library service for all citizens of the state.

The program concept of the state agency, while not the fullest or most innovative, continues a necessary and valuable direction in its attention to systems development and provides financial aid for this major activity. The responsibility undertaken, and the results to date, clearly indicate the importance of the agency's role, staff use, and effort; in turn, this large function clearly established a continuing need for the agency staff to be considered as partners in the total task facing the state library.

The Kansas State Library--tomorrow

If federal funding continues, with increased allocations to the states, the present library staff responsible for LSCA functions will be totally inadequate in number, qualifications, and experiences. There should be several persons in each title operation to provide varied experience and leadership in forwarding system library services, construction, interlibrary cooperation, and special services. A beginning has been made for Titles II and IV-A and B in the request for the establishment of a position for a consultant for each title and a plan statement; but if these titles and their funds are to become valuable in the near future, more than one person will be necessary.

The obvious limitations on recruiting and holding an adequate staff result from the problems of salary and position classification. Until the hiring capability in salary and position levels is redefined, the State Librarian cannot hope to attract experienced persons. In the interim, the total program and its expansion cannot proceed at the level required by state needs. Further, as the systems develop so as to serve the entire state adequately, present state agency personnel will face changed responsibilities toward these units which they cannot handle, at either the planning or execution level.

The State Commission and the State Librarian should propose a new salary plan in the near future, based on three grades for professional staff. The following salaries prevail:

Librarian I-
    Salary Range No. 33
    Step A Annual Salary--$6,060
    Step B Annual Salary--$6,360
    Step C Annual Salary--$6,684
    Step D Annual Salary--$7,044
    Step E Annual Salary--$7,392
    Step F Annual Salary--$7,764
    Step G Annual Salary--$8,160
    Step H Annual Salary--$8,568

Librarian II-
    Salary Range No. 35
    Step A Annual Salary--$6,684
    Step B Annual Salary--$7,044
    Step C Annual Salary--$7,392
    Step D Annual Salary--$7,764
    Step E Annual Salary--$8,160
    Step F Annual Salary--$8,568
    Step G Annual Salary--$9,000
    Step H Annual Salary--$9,456

Librarian III-
    Salary Range No. 37
    Step A Annual Salary--$7,392
    Step B Annual Salary--$7,764
    Step C Annual Salary--$8,160
    Step D Annual Salary--$8,568
    Step E Annual Salary--$9,000
    Step F Annual Salary--$9,456
    Step G Annual Salary--$9,924
    Step H Annual Salary-$10,416

These figures are too low in today's market for librarians. A more realistic range of salaries and levels has been presented in the Personnel Report issued recently by the State Library.*

Librarian I--$7,000 - $9,846 (eight increments)
Librarian II-- $8,400 - $11,818 (eight increments)
Librarian III--$9,800 - $13,787 (eight increments)
Librarian IV--$11,550 - $16,247 (eight increments)
Librarian V--$12,950 - $18,949 (eight increments)

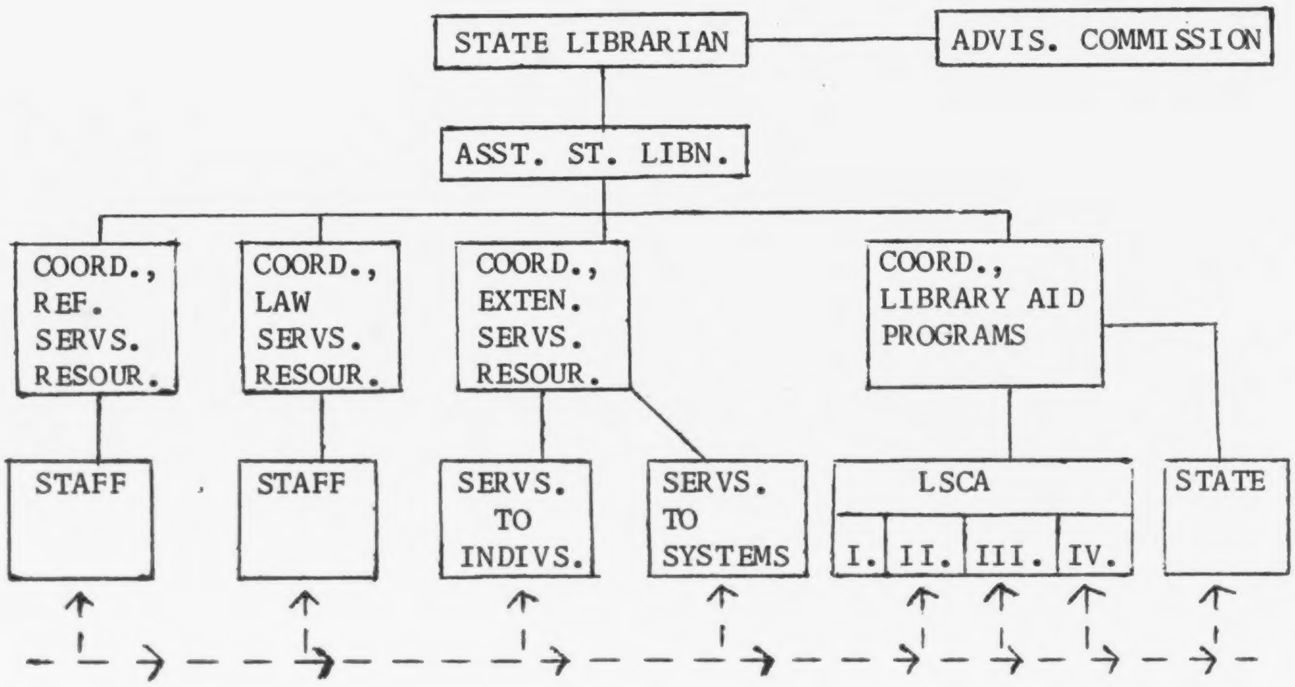
Adminstrative Assistant--$15,400 - $21,728
State Librarian--$16,896 - $22,632

Consultant I--$9,100 - $12,800
Consultant II--$10,675 - $15,017
Consultant III--$12,200 - $17,179
Consultant IV--$14,175 - $19,942

The state library might well consider another reorganization of a different type beyond the elimination of the Traveling Library Commission in 1963. In this consultant's opinion, it will be necessary to realign the internal and external responsibilities so as to relate the "federal" staff more closely to the line departments within the agency. It appears logical to consider that the total staff is at the consultant level, some of whom serve on-line operating departments, while others consult with local library services. Whether or not consultants are labeled according to typical library functions, it is necessary that there be sufficient expert staff to provide interchange between major agency departments and major responsibities to systems: e.g., a State Library reference staff members should be as capable in the Reference section as he would be as an advisor to systems and their cooperating libraries on the special needs of reference service in resource centers; an assistant state librarian should be able to help administer the internal aspects as well as serve as personnel, finance, or building consultant to systems. Since ultimately the state agency will be the headquarters of a far-flung cooperative library venture, itself composed of many levels of competency and diversity, the demonstration of the ability of such staff to operate effectively internally and externally would be a major asset to the state agency.

*Note: page 42 of this Report (no imprint date).

Until systems are fully organized and widespread in operations, state staff will be required to work closely with systems personnel on all types of problems associated with developing enterprises. As systems stabilize, however, the state staff can assume more consultative and in-service training duties while at the same time devoting part of their responsibilities to the improvement of the internal services of the agency. A simple organization charts which indicates these concepts and relationships is this one:


STATE LIBRARIAN
ADVIS. COMMISSION
ASST. ST. LIBN.
COORD., REF. SERVS. RESOUR.
COORD., LAW SERVS. RESOUR.
COORD., EXTEN. SERVS. RESOUR.
COORD., LIBRARY AID PROGRAMS
STAFF
STAFF
SERVS. TO INDIVS.
SERVS. TO SYSTEMS
LSCA
I.
II.
III.
IV.
STATE

State Librarian: Overall guidance and responsibility for planning, coordinating, evaluating; staff appointments; budgets; systems-agency relationships.

Asst. State Libn.: Under state librarian, responsibility for coordinating various activities and divisions; major responsibility for state aid/federal aid relationships.

Coordinators: Responsibility for division programs as indicated, with emphasis on resources/services coordination.

The chart emphasizes the internal/external functions and responsibility concept by relating all activities toward coordination--departments of the State Library to statewide aspects, and departments of the agency to each other.

A major concern for the present and future operations of the State Library is the agency's budget. A perusal of the Annual Budget for the Fiscal Year 1969 (September 15, 1967) indicates the limits imposed on the total scope of the library: a total of $813,588 were requested to finance all of the activities, of which $357,799 were state moneys from general revenue and other state funds, and $455,789 were from federal funds. $315,902 were appropriated. Of the state funds, $50,000 of the request were for penal libraries, which left $307,799 for salaries, all other materials, etc. in the original requests. It is obvious that this level of funding cannot provide for enlarged collections, a stable corps of professional workers, the initiation of new aspects of service such as a nonprint collection, centralized processing, large-scale expansion of KIC, additional microfiles of all necessary materials with the equipment necessary for their use, and any other daily necessities of operation.

The state library's collection of general materials--mainly nonfiction and periodicals--must be continually expanded and it must be developed also into subject areas which are not now available. A minimum of $50,000 - $75,000 for several years must be expended if the agency is to begin a basic film service to serve systems until such time as they can develop their own minimum resources; this figure is exclusive of staff and related equipment. A minimum, with today's cost index of materials, of $200,000 is needed annually for the agency's total materials collections exclusive of fiction and other types of literature purchased by the Extension Department. These funds should derive from state sources, not from federal aid programs. The state agency might consider the solicitation of private collections for addition to its resources, provided such gifts are conditional on acceptance by the State Librarian who will determine their usefulness to the programs of the agency.

There is little evidence in the budget statement that current or expanding needs of the agency are being met by state funding, since the statement shows little increase for the past three years in actual appropriations. Some of the definitions required are archaic, or more correctly do not recognize the unique needs of libraries for special items of supplies, equipment, etc. The conformance of the budget statement to general practice is unquestioned; but the need still remains for the proper fiscal and administrative authorities in state government to recognize that library operations are not exactly duplicative of other administrative practices; that library materials cannot be purchased, processed, and handled as are other classes of governmental supplies; that library personnel, especially clerical staff, are not serving in exactly the same way as other office employees; and that library equipment and space requires different allocations from non-library areas.

The current status of the moneys for the operation of the state library agency from state sources are inadequate for the size and complexity of the job to be done. If public library systems are to emerge at a level of operating strength consistent with modern standards, and if every citizen is to be provided with such service, a major program of state grants-in-aid is necessary. Such a program guarantees the distribution of funds from state sources throughout the state under a program of standards and requisites for receiving the various forms of aid.

An approximate totaling of the moneys spent at local levels in all three classes of cities for library services (all components thereof) reveals that this total is less than \$3,500,000.[3] (1966 figures, reported in 1967). This sum indicates that for the total population in Kansas of 2,178,611 (1960 census) less than \$2.00 per capita is reported for the support of public library services. As some citizens are without local library service, not all of these 2,178,611 persons are sharing in this local support figure. Indeed, the Kee report (using 1964 data) showed a total of over half a million Kansans without library service, or about 25% of the total 1960 population; however, this total has been reduced through current systems operations. Since national standards for adequate library services are estimated to cost a minimum of $4.50 per capita, Kansans are neither supplying adequate funding nor receiving adequate library service. Only in the few large cities and in Johnson County are there totals for library support which approximate the necessary per capita funds.

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[3] 1966 Kansas Public Library Statistics. Kansas State Library, pp. 39-50.

One example of the limitations of the state funds budget is revealed in the FY 1969 Budget Appeal made by the State Librarian. He had requested $58,760 for the purchase of books in the Extension Division of the state agency; this sum was cut to $43,760. The total state expenditures for this Division, which supplies thousands of volumes per annum throughout the state for reference use, was only $91,893 from state funds. These two figures reveal the paucity of interest expressed by state government in providing adequate funding for a major library activity--the extension of useful materials throughout the state. The totals are too low to estimate on a per capita basis; they are completely unrealistic in relation to the costs of books today. Whatever this level of funding indicates about the state government's awareness of one aspect of the state library service, it should be made known to dollar conscious legislators that their lack of knowledge about adequate maintenance of a total investment which has cost the state several millions of dollars since its inception may endanger the entire operation for future use.

The relationship between state expenditure and federal expenditure given in this budget appeal is also a reflection of the low level of financing of other state agency materials and general services. For books, in 1967, the Extension Department had $19,440 allotted to it from general purpose funds; the federal funds amounted to $48,224 for a total expenditure of $67,664. Were it not for the contractual relationships between the Wichita Public Library and the State Library, whereby the Wichita budget can be used for matching fund purposes, even these small totals would be lessened since insufficient state support would reduce the federal share.

The point of reviewing these amounts is to stress that the local and state shares of public library financing are too low to provide the citizens, statewide, with standard library service. Federal-state-local proportions for funding range in many states as follows:

Local----------70 - 80%

State----------10 - 25%

Federal-------- 5 - 10%

If $4.50 per capita is used as a standard support figure, the total money necessary to supply all Kansans with adequate library service would be $4.50 x 2,265,000 (1967 pop.) = $10,192,000. If the local share is pegged at 70%, cities and counties would need to raise about $7,000,000 from local taxes as against a current total of half that amount. State aid would total approximately $2,500,000 on a 25% basis; and federal aid would rise to over $500,000 from all formula funds, if a 70%-25%-5% formula were adopted for Kansas.

Since it seems impossible to derive 70% of needed funds from local taxes, the formula for Kansas probably should be reserved: state--60 - 70%, local--30 - 35%, federal--5%. These proportions would require approximately $7,000,000 total from the state, $3 - 3,500,000 from local sources, and $500,000 from federal funds. (It would be more accurate to consider $5.00 per capita, thus requiring a total of $11,325,00 for the entire library support amount.)

It appears impossible to suggest that local levies from property taxes be raised to double their current figures to meet the total formula amount, and state aid funds would be a large sum if the per capita support were to equal suggested national standards. There appears to be no alternative to the inception, implementation, and perpetuation of a state grants-in-aid program for libraries in Kansas from general revenue funds.

Grants-in-aid programs now operating in many states provide such help as: establishment funds paid once to a system on its inception; per capita aid--annual sums whose total is dependent on the population served by a system; per square mile or other unit of measure aid for the entire service area of a system; special service grants--funds for the establishment and maintenance of a specific library service unique to a system or for cooperative ventures between systems; equalization funds--money to help bring to stated standards local library funds in places where the tax base is incapable of providing such levels of support. Most equalization aid programs, demand proof that need for funds is based on effort as well as capability.

Most state agencies have been responsible for the administration of state grants-in-aid funds and the evaluation of their use, similar in the responsibility the agency has for the administration of federal moneys. Usually the state agency requires a statement from systems which details the ways in which the state funds will be used, and the ways in which such aid is justified for a system. A lay group, often serves as a policy body for the awarding of a state funds, similar to the Advisory Commission in Kansas.

Kansas cannot hope to achieve a modern statewide library service without such a program of grants-in-aid at the state level. The specific kinds and amounts of aid can be determined by an informed group of librarians and trustees, in collaboration with the state librarian and his staff; but it is merely dilatory to suppose that any other way is possible in a state with such far-flung rural areas to achieve state-wide library service. Miss Kee's report, referred to in an earlier chapter, recommended that such a program be initiated;[4] it would be difficult to conceive that any consultant could recommend otherwise. There is no way by which local units of government can derive sufficient revenue in most areas of the state to either establish or elevate current library service without a helping hand. The most logical hand, and the only one so capable of supplying aid, is the state.

A major problem for library services in Kansas is its population distribution. Per capita aid can help overcome the differentials in population which exist; but it may well be that system populations will have to be balanced against each other to obtain funds in large enough amounts if such aid is set at a reasonably adequate level for all of the areas served by libraries. A minimum of $1.50 per capita is suggested for this kind of aid.

Equalization aid should be applied to help overcome differences in local effort and local capability to produce adequate funds for library operations. Where communities are able on the basis of total assessed valuation to supply a minimal budget, and do so, no equalization aid should be given. Where communities cannot provide such funds, because of inadequate resources even if they were willing, equalization aid should apply. Communities which do not wish to tax adequately also should not receive aid. The equalization figure should represent the difference in a library's annual budget between its current total funds and its minimum per capita support based on a combination of assessed valuation and population. In no case should the equalization figure be less than 50¢ per capita.

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[4] Kee, op. cit., p. 16.

Area grants should be made to each system, based on the total square miles of territory served by the system. A minimum of 50¢ per square mile should be the aid level.

Additional grants--special purpose grants--should be made to systems to cover the actual cost of operations for special services which the Advisory Commission deems feasible and necessary to upgrade qualities.

The total aid program for the state, in whatever forms it is provided, should give a minimum of $3.00 per capita: $1.50, per capita aid; 50¢ per capita equalization aid; area grants (per square mile) 50¢; and the remainder of the $3.00 per capita through special purpose grants, etc.

Establishment grants have been used to help defray costs of beginning operations. Since the seven systems are now operative, a subsidy might be given once to each system, if funds are available, to help offset the costs of establishing initial services to all units.

It is understood that the other forms of aid--per capita, equalization, area, special services--are annual awards, not merely single, one-shot payments. Hence for Kansas, an annual total sum for state support of public library services, based on the 1967 population of 2,265,000 will be approximately $6,800,000 if $3.00 per capita support is to be achieved. It seems practical to assume that this figure, while below the $4.50 necessary for adequate service, is a fair estimate of what the state can afford at this time. Just as minimum foundations programs for education have been established to insure continuing progress, so is it necessary that state aid to libraries be on a continuing basis. No successful statewide system (or network) of libraries can be kept operative on the basis of a one or two year aid program. Costs of operation for all services to the public increase annually and expenditures for library materials are no exception. If the long term investment in libraries as well as the current one is considered, continuing state aid must be judged minimal insurance to protect this annual large, local investment.

The purpose of these statements on a state grants-in-aid program is to reiterate what appears to be an unalterable conclusion: regardless of the amount and frequency of federal aid to libraries, Kansas cannot have for its citizens a statewide library service of minimum standards of operation without a large annual appropriation. If the voters and their representatives decide that the investment is too large in the face of other pressing public service needs, the acheivements of public libraries will be scaled down correspondingly. Simply, if the state is to equalize the differences between the "haves" and the "havenots" state aid appears to be the only solution. If the state is content, however, to allow the accident of geography to deprive citizens in rural and semirural areas of opportunities for modern education and information services, then a state aid program is unnecessary and of low priority. The taxing power of low density areas is too low, and the property tax is already too depleted, to hope for the establishment of a statewide network of modern libraries without a source of central support at a reasonable adequate level. Kansas can hope to achieve a distribution of resources, skilled professional advice and labor, and library cooperation worthy of a state concerned with the knowledge needs of its citizens, if state authorities agree that a state aid program is minimal recognition of the role of libraries in the ongoing development of the state.

The library problem in metropolitan areas is a result of, and concomitant with other urban problems, which cannot be simply overcome with dollars alone for library services. Special problems of urban libraries are real enough, yet each urban area needs specific analysis to relate its libraries with its economics, schools, housing, and land values, etcetera.

Systems are, it seems, somewhat independent of this problem--i.e.: they have organized regardless of the related problems and so they need dollar help also regardless of the basic nature of each city library. This study could not attempt to this kind of problem without a big, additional background piece.

Recommendations for the State Library's Expanded Role

The previous section dealt with a major recommendation--the support of the agency on a sound fiscal base for the enlargement of statewide public library services. When state aid becomes available, the state library agency should be vested with the authority to administer the aid in accordance with established criteria and standards. These criteria should be adopted by the Advisory Commission, or by another body. (It appears logical that the same lay group be responsible for framing the regulations under which federal and state financial assitance will be given.)

There are other concerns for the program of the state library agency beyond the financial one, although it is evident that no recommendation, hence, no program, can be implemented without adequate financial backing. Some attention has been given already to a possible revision of the agency's table of organization which would make it easier to supervise current services. A recent addition to public library legislation to the national level, hence of importance at the state level, concerned two aspects of interlibrary relationships.

The Library Services and Construction Act, Title III--Interlibrary Cooperation directs the State Librarian to develop and coordinate planning for service through all types of libraries within the state. Title IV of the Act is divided into two sections: A, State Institutional Library Services, wherein the state library will promote the establishment and operation of library services in state institutions through the proper administrative agents; B, Library Services to the Blind and the Physically Handicapped, which provides that the state library will contract with the St. Louis Public Library for materials to be made available to the certified blind citizens of the state until such time as a Division for the Blind and Physically Handicapped is established within the state agency. Both of the plans for these Titles call for the establishment of an advisory council, and both councils have been appointed.

The basic value of Title III, Interlibrary Cooperation, is its viewpoint that all libraries can profit mutually from an acceptance of the principle of cooperation, while at the same time these libraries do not lose their individual responsibilities or indentities. Several activities included in the Kansas plan for such cooperation are familiar enough to librarians: development and publication of an index to all state publications; production of a state union list of serials and the perfection of a statewide statistical reporting device, both to be stored in machine readable form for use by all types of libraries; development of a loan transaction system applicable to all forms of materials for all types of libraries; planning for a potential state union catalog; the development of a statewide audiovisual materials center and the coordination of existing centers into a useful network for supplying and servicing such materials; coordination of the various subject resource centers and the establishment of special resources in existing libraries; establishment of a reference and/or research network to serve all types of libraries.

Further, the plan encourages interstate library cooperation under the existing interstate compact law (K.S.A. 12-2901, et. seq., amended 1968).

The elements of this broad plan contain segments of the recommendations already made in this report. The plan as published[5] contains little of questionable value or possible achievement, since the specific recommendations as well as the general points are familiar ideas within the framework of increased interlibrary activity. The crux of the plan and the success of its ventures reside in the preparation, acceptance, and application of a suitable budget to cover the costs equitably for all of the ideas. A formula is to be devised by the State Librarian which will set up such a budget and cost allocation. No specific form of operation is set forth--contracts may be enjoined, individual libraries or systems of libraries may be involved, and the state agency itself must of necessity participate in some of these suggestions if they are to mature.

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[5] Kansas plan, Titles III, IV-A, IV-B, Kansas Library Bulletin, 37:8-10 Summer, 1968.

The suggested program for Title IV, B, Services to the Blind...is equally commendable and necessary. Since such materials and services by law are placed in the public libraries of the state under the direction of the agency, the fulfillment of the Title requirements do not relate directly to interlibrary cooperation; however, some elements of cooperation through information about the services, privileges and availability regarding materials, etc. must be shared among different kinds of libraries.

In conjunction with the recommendations of the present report, the suggested Title III activities as given in the Plan should be clearly communicated to the system centers, and through them to their staffs and authorities.

Title IV, A, Institutional Library Services, demands considerable cooperation and activity between the State Library (through a specific staff member who will serve as consultant) and institutions, many of which do not now have libraries. The implications of this development demand that both the consultant and local librarians of all types be informed and active in promoting the installation and operation of such libraries.

The consultant recommends the immediate dessemination of all details of the plan for Titles III and IV to system direction and their authorities. It is presumed that the minutes of the meetings of the advisory councils for both titles will be made available to library directors throughout the state, especially when such minutes suggest first steps toward actions. Certainly a number of the systems activities relating to sources and resources to be found within their jurisdictions will be useful to each system as well as to the plan for interlibrary cooperation; other developments, as suggested, will need the help of system as well as individual library unit directors.

Since the plan for Title III is aimed at consolidating a number of useful activities among all types of libraries, the real strength of future attainments will come from the existing systems of size and achievement. Smaller units may not benefit directly from many of the future achievements, but neither will they benefit directly from interaction at the system level. The point remains, however, as to what should be a localized interlibrary program in consistence with a statewide one. It is hoped that many of the recommendations for action to systems will involve other types of libraries, especially school and academic ones, in their enlargement.

There are several systems of libraries involved, of course. The academic library structure within public and private institutions of higher learning is one major agent in such cooperation. School systems, with their currently increased attention to the expansion of educational media centers, constitutes another major element of related library activity and resources. Special libraries in the large cities should become active partners in the network concept. A major responsibility for sharing information and resources, and for interagency cooperation in the use of specialist personnel, must be accepted by all of the types-of-library systems if a statewide network is to be a reality.

In the proposed reorganization chart, as well as in the suggested network operations of the future (Chapter V), the coordinator of federal aid programs will need to work closely with state education personnel for implementation of ongoing programs in adult education and K - 12 activities. Academic libraries should be considered, including junior colleges, in the delegation of responsibilities to all coordinator/consultant personnel if the State Library is to be both in a leadership position and at a program responsibility level. Actual program responsibilities in the state agency, however, should be determined after networks are operative.

The consultant had an interview with two representatives, Mrs. Mona Alexander, and Mr. Carl Hempstead, of the State Department of Public Instruction, on the matter of the kinds and scope of activities under the Elementary and Secondary Education Act (ESEA), particularly Title II of that Act. The major development noted in the implementation of Title II was the grant program for the establishment of demonstration educational media centers, which were chosen and funded to show the impact on the school program of a modern media center administered by competent librarians. It is apparent that much more needs to be done to bring school libraries at all levels of standards of service nationally regarded as necessary for the benefit of all students.

A useful relationship can be built between the Department and the State Library if a communication pattern is established to provide both agencies with up to date information about expanded services which relate to school and public libraries. While the LSCA Title III plan calls for such communication, it is evident that within and between systems considerable interaction takes place affecting both types of libraries. If state level personnel are knowledgeable about such activities, then increased activity stemming from the state level and involving the systems might result.

Further, if at some time in the near future a way is found to work more closely between these two major types of libraries, a number of specific library matters might be attended to: joint selection and purchase of materials, centralized processing and catalog maintenance, common inservice training sessions regarding service problems, and eventually joint programs for the entire library service in an area affecting students (with proper involvement of any academic libraries within a system area).

Liasion must be established between the Board of Regents, administrative officers of academic institutions, and the Advisory Commission plus the State Librarian and members of his staff as soon as possible. The current and future role of these libraries, and the responsibilities of their directors, should be forthrightly and fully detailed both within the concept of Title III plan and within the systems activity under Title I, LSCA. A practical and achievable plan for compensation of services might be designed, and the relationships between these libraries and the systems centers should be established for many basic services: serials and special literature holdings, microfiles of all types, personnel interchange, and inservice training programs. Presently under the Higher Education Act of 1965, there is no possibility of funding similar cooperation as is available under LSCA; but it is possible that future federal legislation may be of omnibus type for the advancement of all libraries rather than separate laws aiding each major type. In any case, an innovative state activity might become the model for such interaction regardless of which federal act now promotes the general cause of cooperation.

A major benefit to all libraries in the state would result from any actions toward solving the problem of the student user. Some attention is given to this matter in the chapter on Systems, since the direct service aspect is in the operating libraries. If the state agency, however, would initiate some kinds of projects aimed at bringing together the major types of libraries concerned with these patrons--school, academic, and public - local action might be more successfully accomplished. The State Librarian might invite a number of concerend librarians to a workshop on this problem, which would bring together representatives of the various units. The session would be devoted mainly to ways in which the state agency might help provide any cooperative services for the student user of all ages. New York state has recently had such a conclave which produced an interesting report of the meeting. While the document does not provide full answers, it does indicate some of the dimensions of the problem.[6] A similar conference in Kansas might be beneficial for mounting a cooperative study leading to positive results.

Little has been said in this chapter regarding the role and responsibility of the state agency to demonstrate new materials, techniques, and activities for all libraries. A major area is that of audiovisual resources and their related services. The State Library cannot easily now build large film holdings, nor can it economically serve the public library systems with such materials. The state agency should organize a special collection of films to serve as a stimulus to systems toward the use of nonprint materials. The stimulus should be of two types: a collection of a few 16mm. sound prints on librarianship for loan to systems; and the establishment of a training activity for systems personnel who will serve as audiovisual service consultants to local library units. For the latter activity, a consultant should be attached to the state agency staff; since audiovisual librarians may well be a vanishing breed, the agency should explore the possibility of hiring a professionally trained film person. Such an expert could bring the necessary skills and viewpoints to all librarians concerned, and he could also work closely with other state agencies regarding film programs. A budget of $25,000 - $35,000 per annum should provide for the purchase of a number of films on librarianship to serve system needs, to provide a consultant, and to establish an information service about film use.

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[6] *Proceedings of the conference on school-public library relations, New York City, February 6-9, 1968.* Albany, the State Education Department, Division of Library Development. 67 pp.

In the following chapter, a recommendation is made that the state agency provide special grants to systems for film service rather than use a large sum for its own collection. The rationale is given in chapter IV in greater detail.

It is recommended that only 16 mm. sound films be obtained and used until such time as systems can be expected to provide adequate distribution of films. Regulations for use should be devised by the systems, with the state agency stipulating only that issuing and return rules be observed between systems and the State Library. The limited title list can be communicated through KIC, and even a small machine record for circulation control can be operated in the agency.

When systems have built their own basic collections, the state library should purchase special titles for in-depth programming, to the extent that its funds will allow such acquisitions. At that time also, the agency might well consider additional items--special videotapes, transparencies, other projected materials--for its special resources. (At no time should the agency become involved in equipment purchase and loan of any type to other library units.) It is suggested that within five years, the state agency should be able to evaluate its involvement with nonprint materials so as to decide if further continuance means specialization, or if it should phase out its nonprint resources and its commitment to other libraries for such items.

Musical phonorecords and other audio materials should neither be collected nor distributed by the state agency. Systems should have such materials in their resource centers, whether or not for distribution to local units. All circulation, etc. matters related to such materials should be covered by the system's policies. The State Library, however, should work toward the establishment of a full listing of record resources in the state and it should be able to refer reference requests to these specialized collections. The agency might select an appropriate area of non-music recording specialization such as drama or other spoken words, which could become a supplement to system resources statewide.

One activity within the broad area of audiovisual services in libraries is the television activity. It is assumed, without particular information on the point, that libraries in Kansas are conscious of the benefits of using local channels for a variety of publicity and program purposes when air time is available. It would be useful for the State Library to conduct a short training session on library uses of television, including whatever ties may be made with educational television. Systems personnel in particular should be involved in a first training or orientation program, since the continued use of this media (as well as radio) should be a responsibility of the system. One way to serve the less populated areas might be through a closed circuit capability, which could become an element of system extension services. Radio has been used between bookmobiles and fixed centers to enhance the usefulness of the mobile unit; a television systems could be conceivably a way of extending limited staff and some materials.

Any experimentation with such media of communication could logically be promoted by the state agency, even though ultimate use and support would be at the system level. The demands on existing resources in Kansas warrant an approach to bridging the gaps caused by distance and sparse population; and a partial answer, perhaps at lower cost and with increased efficiency of operation, may result from such experiments. Additional comments on television use are given in Chapter IV.

What is the relation in the future between the Kansas Information Circuit and the State Library, beyond the financial support and the use now made by the agency of the Circuit? The agency should continue to support the activity to the fullest, including some funds for the expanded version of KIC which may result (see Chapter IV). At some point in time, it may well be that the state library agency may operate the service within its own space; but it appears that such a move might be ill timed at present. The Circuit has much to do to perfect its total service throughout the state, and its value to systems might be impaired if the operation were a state-level one. It is not implied that distrust of the state agency would limit the expansion of KIC; rather, it seems more valuable for the expanding role of systems to have KIC analyze and evaluate the use of the service than for the State Library to do it as major financial sponsor. When sufficient data are collected sufficiently to promote the building of special collections for KIC and more specific routing analysis of requests to promote building of KIC collections, the state agency might appropriately fund a large part of the required materials. Certainly, now and in the near future, the state agency should fund additional major resources (KSU, KU, etc.) if their participation is desired; indeed, these two huge collections should receive a special appropriation for any cooperation tendered the circuit and the systems.

It is recommended that the State Library provide continued and increased support to KIC, but that it does not undertake its operation at the present time.

To return to the role of the state agency in general, a major concern at the moment is the establishment of a statewide processing center for all library materials. Several states have experimented with such operations, and it would be fair to say that none of the current ones is fully satisfactory for a number of reasons. The major advantage to Kansas libraries from such a center would be its reduction of duplicative actions in ordering, cataloging, processing, and delivering books.

When a majority of all public library systems and later most all of the libraries of all types will support this center with their full processing budget--all materials, all processing, for the majority of units--system centers should transfer their own processing roles to the state agency to support the new unit.

A useful role for the State Library immediately in this respect is to collect data on system processing, review it, and proceed to help standardize the scope of system processing centers. Investigations should be made of what additional needs must be met by a public library processing center to undertake work for school media centers, academic libraries, and any other type. A state agency expert on processing, either currently available or on contract, might report the actual amount of original cataloging necessary for the six - ten largest libraries, the reasonable amount of use to be made of MARC II tapes and routines, and the number of potential users of a center service. Then, the State Library will be able to organize and staff a center capable of supplying all system centers and other major resources with highly-accurate, efficient processing at reasonable cost.

It is obvious that large libraries of all types have in common many of the problems of operation which do not reside in smaller units of all types. The state agency, with its strengths in Law and Reference (especially Kansas documents) might well move toward a statewide involvement between academic, public, and a few school libraries which results in interchange of bibliographic information, and increased knowledge of statewide resources in these subject areas. The typical finding tools such as union lists for many forms of materials may be useful, but such aids are expensive to produce and maintain. A machine-stored list, capable of easy updating and revision, might be a wise investment for the state agency's future reference function. If the state agency is to assume responsibility for informing librarians in Kansas about state governmental publication activity, a machine record of such publications might be a good start, which later could be enlarged to encompass other forms of materials. While such projects dealing with large resources may not help smaller units, if links were established between all large libraries, some spinoff would result as these tools were made known and become fully useful.

In the earlier chapter on previous library studies, it was noted that the Center for Urban Studies report suggested the dispersion of the general collections of the State Library. It appears impossible at this stage of library development among the various types throughout the state that the State Library can afford to eliminate its level of general library service. There are still too many Kansans without local library service to whom the state library agency is responsible; there are, and will be for some time, too many undernourished small libraries which could drain larger units dry quickly if their general materials needs were not met in part by an outside resource. At some time in the future, best determined by the evaluation of growth of systems, the state agency might well divorce itself of general holdings and loan services and indeed become the top coordinating special library agency. That time is not yet, in this consultant's opinion; it cannot arrive until a viable state grants-in-aid program has been in effect for several years, and a strong interlibrary network of shared services and resources is a reality.

IV. The Public Library Structure--Regional Systems

A major portion of the charge to the consultant deals with an analysis of the nature and operation of the cooperative library systems in Kansas; patterns of development, services, support, interrelationships, and other features. One important element of the systems concept is found in the Kansas Information Circuit (KIC), which is considered in this chapter.

Kansas is following the currently prevailing national pattern in its attempt to provide standard-level library service throughout the state: the encouragement and support of systems of libraries which have emerged from cooperative arrangements between many library units rather than the establishment of state agency branches. The large city systems with branches and other means of extension of services already are consolidated systems; the newer systems are federated, in that smaller units have joined with larger ones which serve as the headquarters unit for the area. Most of the states which are currently at work to achieve such statewide systems have promoted this kind of cooperative venture in the belief that this arrangement provides a more democratic and interdependent association with the least loss of individual identify and control. The doubt about the practice arises from the problem of attempting to upgrade and reorient small units to match the higher level of service and the greater local support already found in the large units. However, there is probably no better a development to further library service beyond the establishment of a statewide library system coordinated by the state agency, and the idea that a state library can operate on a statewide basis appears to be unrealistic in most states.

This consultant agrees with the general premise that the formation, support, and operation of cooperative systems which relate federated and consolidated units is a valid way to promote upgraded library services for all citizens. Therefore, the main attention in this chapter is turned to ways in which the present system structure can be improved to achieve the basic objective of legislation for and the expansion of district library systems.

Miss Kee, in the report referred to in an earlier chapter, proposed that library service throughout Kansas be organized into eleven districts (regions), each of which would be served by a regional library system. Four criteria were used to determine the regions: (1) existing library strength; (2) a population base of 100,000; (3) an adequate financial base; (4) "geographic characteristics, including highways, etc."[1] The eleven regional areas suggested by Miss Kee have been realigned into seven districts or regions under the current plan of formation and implementation for state wide library services. In general, the major realignments were made in the northeast area, where Kee suggested three regions and where presently there is the Northeast Kansas system; the central area which is now a single system--North Central Kansas; the South Central Kansas system which embraces two of the areas suggested by Miss Kee; and in the western part of the state, where presently the Northwest Kansas and Southwest Kansas systems contain the territory suggested in the Kee report but with different eastern system boundaries. The present units are larger in area and in population base, which in turn provide potentially larger support bases. Except for the Northwest Kansas System which totals only 64,710 persons, the other six systems are well over the minimum 100,000 population criterion:

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[1] Kee, op. cit., p. 14

Northwest	64,170
North Central	183,299
Central	221,006
South Central	632,607
Northeast	780,545
Southeast	252,681
Southwest	130,862

Each of the seven present districts is centered around existing units of strength except in Northwest Kansas, and in some cases there is more than one such major unit in the system.

There is a difference in the estimate of strength between the proposals forwarded in the Kee report and the regional areas established by the former State Librarian in 1965 as to the total number of systems necessary to serve the state, although there is no difference in the concept regarding the need for systems as the best, perhaps only, means of providing library coverage. Since the seven present systems conform to a combination of several standards, it may be assumed that, for the present, this number will suffice to provide adequate library service to all Kansans.

The introductory chapter of this report has given the rationale behind the current activity in the country for better library service. One important document referred to in that chapter, the National Inventory of Library Needs of 1965, illustrates the common concern for the upgrading of present day library services (including all matters of administration and support) to serve adequately in today's society. Therefore, the major questions which the consultant considers are: how well are Kansas libraries currently providing adequate information, education, and avocation services; how much more and in what different ways must Kansas libraries improve to be considered adequate for the next ten-twenty years?

An appraisal of current Kansas library patterns of organization and service

In the review of the status quo of library systems in the Kansas Library

Bulletin,[2] two points stand out: all seven regional systems are making progress, and all seven are facing difficulties. As of a year ago, all seven systems were not fully operative. Two--Southwest and Northeast--were receiving planning grants and so were designated as planning areas; five--Northeast, Southeast, Central, North Central, and South Central--were regional systems of cooperating libraries. (The status given was for Fiscal 1968, begun July 1, 1967.) On December 4, 1967, the Southwest Kansas Library Association was designated a system; earlier, on November 16, 1967, the Northeast Kansas Libraries was designated as a regional system by the Advisory Commission of the State Library. As of this report, all seven systems are operating and funded as such.

All systems conform to the minimum requirements of the regulations of the Advisory Commission: the employment of a professional librarian as system director; free service to all citizens of the regional territory; the establishment of an administrative center for each system; an annual report compilation and publication; the submission of a plan and budget for the use of federal and state funds; and rules for the withdrawal of libraries and the transfer of system property. The State Library should prepare standardized reporting forms which will provide adequate data from all systems and from all libraries which receive any amount of state and/or federal aid. The State Library Advisory Commission should adopt such forms as are necessary to insure adequate data from the field on an annual basis. No qualitative or quantitative measures are given in these regulations.

The systems drive is toward achieving the typical norms of modern library service: increased resources through interlibrary loan and other cooperative ventures; strengthened personnel availability; better utilization of local funds for strengthening local units (to achieve the level suggested by the Interim Standards for Small Public Libraries); more efficient use of the existing teletype network to provide greater usefulness of statewide resources; inservice training activities; collection building; and other typical library services such as better reference referrals, publicity materials, rotating book collections, etc. The conclusion from which these statements is that systems are striving to correct the age-old typical problem of libraries everywhere--the marshalling of strength through cooperative arrangements to achieve a better level of service.

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[2] Kansas Library Bulletin 36:16-19. Summer/Fall, 1967.

It is apparent that there is considerable unevenness in this drive within the present system structure. Most, if not all, of these differences reflect the problems of organizing local resources which are uneven in quality and quantity into a system. The Northwest and Southwest Kansas systems do not have large local libraries within their organization because there are no large population centers to have made possible such resources; conversely, the eastern systems have within their borders all of the large urban libraries (not all of which are system members at this time). Most of the professional library labor force is found in these large units, hence the remainder of the state has few such personnel. Most of the existing resources are concentrated in the Kansas City-Wichita area, with Hutchinson and Salina close to this swath of strength, while throughout the major area of the state to the west (both north and south), there exist only minimal libraries by modern standards.

Part of the problem faced in the present operation is a result of an attempt at adherence to the revised public library standards of 1966, which called for a minimum of 100,000 volumes in the system center, and service to all kinds of clientele. The total of a regional library's population to meet this minimum figure is not the same as having a concentration of

100,000 in one or several close-by locations within the system. Obviously if the total figure represents many small communities (5,000 - 25,000), the difficulty of equalizing service to the entire region results from having to build a resource center/system headquarters out of a minimal unit rather than from one already functioning at near-standard or above-standard levels of service.

The several systems are attempting to improve their strength through increased budget (finances), and personnel, better physical plant, and more materials of all kinds. If unification brings strength to bear on most of these elements, then local services will improve; if unification means that only one or two of these basic components is improved, then the total level of operation cannot be materially advanced. Especially is this point related to systems which revolve around the cooperation and improvement of many small units.

The current Kansas picture, with all its difficulties, suggests that one major problem--the understanding and the acceptance of "professional togetherness"--has been met in the speed with which all seven systems have been formed and are operating. While no innovative activities aside from the KIC program are evident, in the main the statewide picture is an encouraging one for all library units.

What are some of the basic problems faced by systems in Kansas? One critical area for all library development is the personnel element. A report on the status of public library personnel in Kansas, completed in February, 1968, is most revealing: 62 librarians had professional qualifications and 146 had college degrees, out of a total of 811 fulltime and parttime staff (in 272 public libraries reporting); 347 of 950 personnel were over 50 years of age. A composite picture of the "average" person employed in Kansas Libraries indicated that he works part-time, has had

4-6 years of experience, and one-two years of college, is between 35-50 years of age, performs diverse duties, receives less than $2,000 per annum, and has attended at least one library conference or training program during the last five years.[3]

The implications of these data are grievous, indeed: they show that most of the reporting libraries operate on substandard budgets, are open only a few hours per week, and are incapable of providing minimum standards of service because of an income which obviates adequate collection size and library service. This kind of operation reduces to absurdity the idea that such localities are capable of much, if any, self-improvement. These figures confirm the fact that most of the small libraries in Kansas are in the same situation as most small libraries everywhere; and under the current burdens of small town economic life, it appears impossible that local effort, regardless of desire, can be enlarged sufficiently to close the gap between desirable standards and current performance. Therefore, while systems will not overcome these built-in inequities, they can help in conveying a sense of need for upgrading through the cooperative practices which systems will undertake. The system is not an income-producing device, hence it cannot be thought of as a means of providing additional local revenue to mitigate current problems of operation for local units. No system, now or in the future, should have its own income sufficient to provide adequate funds for local library unit development beyond common system activities.

Further, by leading the small, nonprofessionally manned units toward

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3 Hetzel, Edith. Profile of public library personnel in Kansas. Emporia, Kansas, 1968. Mineo. n.p.

understanding of the scope as well as the complexity of modern library service, systems can help substitute for local deficiences by adding professional know-how, overseeing and evaluating the amount of local development, and by corr-lating the few available resources to the advantage of all system members.

The problem faced in systems operation has already been referred to in the section on the state library--that of equalizing both the opportunity for, and the provision of, better services for everyone. The question of the "haves" vs the "havenots" may be more pointed--the basic responsibility for reducing the accessibility gap is not primarily at the state agency level, but rather at the local unit of government (city, county) level if improved public library service (as well as other types of library service dependent on local support) is to be achieved. No matter what amount of state aid is eventually realized, it will still be necessary for local units of government to provide increased financial support if modern library service is to be a reality. Systems can help reduce the result of differences in local total income by working through cooperative means to achieve more "haves" and fewer "havenots." Even though a state grant-in-aid program for Kansas might produce a total fund larger than the total of local levies, at no time in the future of libraries throughout the state can it be possible for state funds to pay the full cost of modern library service for all citizens.

The consultant has considered the overview of systems activities in several general categories. These eight points are conceived as a check-list for the evaluation of all systems, in lieu of a specific catalog of each systems strengths and weaknesses:

1. Personnel: availability of a corps of trained professionals; utilization of modern means of inservice training activities; specific task and position analysis and classification, utilization of nonlibrarian expertise in public relations, etc.
2. Finances: total local/state/funds available and properly defined in budget statements; clear divisions between local/other sources for various expenditures.
3. Resources: specialization for area needs, general collections, variety of forms of resources (nonprint), use of other than public library resources on a planned basis;
4. Services: availability of common practices regarding circulation rules, reference procedures, publicity and use of media for library purposes, common planning of extension of services through joint bookmobile use, statistics compilations;
5. Physical facilities: joint planning and publishing of accepted and finished facilities information; common use of architectural and engineering information;
6. Professional activities: association (state and national) responsibilities for system and local unit needs, planned activities between other units of government both local and state;
7. Evaluation and planning: evolvement of long range and short range plans for individual and between systems, evaluation on local unit-system level, statewide evaluation of progress;
8. Interlibrary communication: how much exchange and interchange is made of ideas for service, reports, and evaluations of activities, ongoing communication patterns?

If one examines current system operations on these bases, obviously some systems will be concerned with all items, and others will be concerned with only a few of them. The larger and more professionalized the system status now, the more likely that the list is observed and, indeed, could be enlarged. The few smaller systems (by population) cannot hope to embark on a program of large resources building without reference to the lacks and weaknesses of the local members; with such knowledge, however, what means can be found to provide adequate funds for attempting to build a central plus other collections of standard size? Perhaps some elements of a total library operation cannot be achieved by local units and by the small system headquarters regardless of effort (local, state, national) because the existing units have not had longtime adequate support to reach comparable strengths with other units.

If this is so, what can be done by such small systems to achieve any kind of modern level of service? Using the Northwest and Southwest Kansas systems as examples, several recommendations might be made for these two systems:

1. Devote a considerable portion of system funds for mail services from other libraries, beyond the usual amounts of interlibrary loan, while at the same time restricting the building of headquarters resources to limited areas of subject strength;
2. Experiment with a system closed-circuit teletype or other communication service which will allow headquarters personnel to serve as expert personnel to local units in absentia;
3. Eliminate bookmobile service which cannot provide more than superficial resources and use these funds for additional system person-

nel to work via numerous inservice training and communication system activities;

4. Build the best resources possible on a per capita basis which will stress general information and ready reference availability.

Accessibility appears to be impossible for an area of 9,744 square miles which contains only 64,170 persons; but availability can be improved through mechanical means--mail and private contract delivery, teletype/telephone/citizens' band radio--so as to deal more adequately with limited library resources and service. The "havenots" will not become the "haves" in a real sense; but at least the "havenots" will be able to plug into more potential sources of effective service.

These suggestions will not provide a fully satisfactory answer. But the residents of the area who are taxpayers cannot supply the large amount of local income--an equal total to that now available in densely populated areas--necessary to provide adequate library service. Future state aid programs can help, but such programs only implement standard minimal local support. At best, a combination of state aid and changes in the kind of services may result in better system and local unit service.

Special needs may be met in better fashion through the acceptance of a limited type of system operation, while at the same time, these two systems provide some general services. Special clientele needs are presently handled by interlibrary loan practices; and these requests will be more fully met as all systems become stronger.

To return to the general points of evaluation for all systems, it was noted by the consultant in his visits that some of these responsibilities are being stressed now, and others were being held for later attention. A review of the systems plans for fiscal year 1969 reveals the following details:

Central Kansas Libraries: interlibrary loan improvement; system reference service through a system reference librarian; rotating books; central book processing; consultation services; education for area librarians.

North Central Kansas Libraries: development of a comprehensive collection of currently useful books for system rotation; book and materials grants to local libraries; access to central bibliographic and reference service through the system center and KIC; reciprocal borrowers policy; cooperative selection/evaluation of materials; centralized processing; inservice training; consultant services; nonprint materials.

Northeast Kansas Libraries: centralized processing; system reference service by contract; book collection building; library communications; interlibrary loans.

Northwest Kansas Libraries: improvement of existing service through a strong resource collection, strengthened reference services to adults throughout the area, increased accessibility and availability of materials; consultation to libraries on general operation; bookmobile direct service to individuals; interlibrary loan; workshops.

South Central Kansas Libraries: increased collection sizes; central processing; inservice training; system consultations; public relations materials; nonprint materials; dial-a-book through WATS lines usage; resource grants to units;

Southwest Kansas Libraries: rotating books; consultant services; workshops; interlibrary loans; technical book collection at Liberal, Kansas, available to systems; centralized reference services;

Southeast Kansas Libraries: collection in small libraries for "ready" information; rotation service; reference and interlibrary loans; personnel development; special subject collections;

All systems have in common basic activities of unquestioned importance related to the checklist: improved personnel competency and utilization; increased resources strength; more efficient control of basic techniques; accessibility/availability improvement; increased cooperation in interagency services; and some attention to a wider range of resources--nonprint materials. Each system is concerned with the differences in size and adequacy of local members, although systems define these units in various terms. All systems must be concerned with the utilization of available funds in a professional manner, especially with respect to requiring some evidence from local units that they will meet basic system rules.

The devotion of the librarians in the state at the system and local unit level is clearly on the side of improvement and modernization. It is fair to say, however, that none of the system plans presents a radical departure from the norm of development, while at the same time the rate and scope of such development is slow and uneven. The aim of the cooperative activity is to overcome the unevenness, all the while extending the basic services from a source of strength to the smaller agency. The actual accomplishment is a many-sided problem, not the least side of which is the priority or objective which guides the pattern. For most Kansas systems, this objective is the backstopping one, and a corollary of this direction is the strengthening of the major or headquarters resource. The direction, while commendable and typical, reflects the necessarily slow movement toward increased activity and accomplishment. What faster, more adequate program might be undertaken to achieve the desired results?

The Kansas Information Circuit (KIC)

The single innovative aspect of statewide library developments in the last few years is found in the KIC operation. The idea that the largest resources should be--and could be--linked through a communications device to provide fast and efficient materials retrieval is a demonstration of the role which major resources can play to expedite the movement of materials to the user, wherever he is and whatever his need (within limits).

Briefly, KIC was set up in 1965 among the six largest libraries in the state (Wichita, Topeka, Salina, Kansas City, Hutchinson, Johnson County). The boards of these agencies agreed to make available their resources on interlibrary loan to other libraries in the state, while the State Library would filter into the system requests from individuals without local public library service. Topeka Public Library was designated headquarters for the circuit because of its proximity to the State Library.

Initial grants of $12,000 to each library from federal funds financed a TWX installation, additional personnel, duplication equipment, and other necessary items for the system operation. The grants absorbed necessary operating costs such as mailing, lost item replacements, and photocopying; in most cases, expenditure reports indicate that the major portion is for the purchase of books and materials.

The circuit operates in this manner: the Circuit Libraries, and the seven System TWX Centers teletype their requests to KIC Headquarters. These are filled, if possible, from the Topeka collection. A list of the remaining unfilled requests is then sent, as a TWX conference call, to the five other public libraries on the Circuit, causing them to receive simultaneously the numbered list of authors, titles, photocopy citations, and the town-name of the library originating the request. Beginning with the first Circuit searcher the KIC staff fills as many requests as possible and teletypes on to the next Circuit library their results, whereupon the next Circuit library works on the remaining unfilled requests and teletypes the combined results on to the next library on the Circuit, and so on. By the end of each day, KIC Headquarters receives the Circuit results from the sixth Circuit library. These results include not only those list-numbers of the filled requests, but also the list-numbers of those requests not filled by reason of being owned-but-out, and owned-but-non-circulating. In 1967, the State Library and Kansas State University became interlibrary loan resource centers. Each searching library mails the filled requests directly to the library originating the request. For unfilled requests, KIC Headquarters reports back to each TWX station, which in turn passes this information on (by mail or telephone) to its patrons or to the requesting libraries in its System. The reports for OBO (owned-but-out) materials include location-identification symbols, so the requesting library may, if it wishes, follow-up with a Reserve request to the owning Circuit library.

Speed is a unique characteristic of KIC. Filled requests are mailed within 24 hours of receipt and unfilled requests (with notations as to why) are reported back to the TWX stations within 36 hours. The "filtering" concept of service (moving from local to System to KIC to state) is utilized both in requesting and in subsequent reporting. By means of TWX as communication and the decentralized, immediate-availability, serial-searching technique, the combined sources of the six Circuit libraries, Kansas State University and the State Library comprise a cooperative-unit-resource of over 2 million volumes. The majority of this resource was untapped by Kansas public libraries prior to the beginning of KIC.

The participation of Kansas State University, both as a searcher and as a requester, is gratis. Materials filled by the KSU are transported by an already established courier service to KIC headquarters for mailing. System TWX Centers are financed by System funds.

The state agency supplied $72,000 for the first year of the circuit's operation. In succeeding years, it has increased the funds to the headquarters from $12,000 to $36,000 for the salary of a Circuit coordinator and for additional expenses involved in the service. Total cost of the Circuit is $96,000 annually. The Circuit has a council, composed of the heads of the circuit libraries which meets regularly to appraise progress and discuss problems. The Circuit coordinator has devised the procedures for material identification, classes of materials to be searched and loaned, and other operative limits.

KIC has felt the need for a re-evaluation of its role and its contribution, in addition to its concern for more efficient and more economical operations. The circuit has proven itself capable of extending the idea and the use of major collections, which otherwise would be involved only through conventional interlibrary loan practices. Obviously, not all members or patrons have been completely satisfied with KIC since its inception in the fall of 1965, for a variety of reasons.

It should be noted that a side benefit of the service has been its local training value. In formulating and observing with some strictness the regulations for participation, KIC through its supervision of the flow of materials has helped the requesting libraries to refine and improve their search techniques, has helped them procure and use basic search tools, and has establised the concept of an orderly search and retrieval system. Whatever the internal difficulties, the overall estimate by this consultant is that the service is a unique and valuable one for any widespread service, and even more valuable in a state where library resources are so unevenly distributed.

There is some question about costs, if a simple relationship between funds and number of requests is used for evaluation. On this basis, a total of 10,225 requests to KIC headquarters from circuit members resulted in 3,566 being filled (July, 1967-June, 1968). During this period, the federal funds amounted to $96,000 ($36,000 - Topeka; $60,000 @ $12,000 each to the other five KIC libraries); hence, the per request cost is approximately $9.00. But this figure is misleading--it does not account for any additional services, nor does it include the State Library, which is not paying itself $12,000 for its part in the circuit and yet which uses the service. For the same period, a total of 25,648 transactions were received in 1968 handled among all the components, with 16,797 requests being filled. If the larger figure were used against the same total expenditure, the per transaction cost drops to approximately $5.71. This figure, while high, may or may not be excessive for any reference or loan transaction when all operating costs are included. The fact that librarianship has not tabulated accurately or often such service costs makes it difficult to label KIC's service as of high-average-low cost. If the concomitant results--training, tracing, bibliographic verifications, etc.--are analyzable, then it might well result in a low per transaction cost over a large area.

How much does it cost to operate an information service? None is possible without basic resources, staff, etc.--these basic cost many thousands of dollars per annum for the communities which operate them. Without the large library resources and personnel, KIC could not have been organized; with the availability of the resources, some masking of daily operating costs is inevitable as part of a single agency's cooperation. While this point reflects, perhaps, universally poor accounting practices among libraries, it evidences widespread cooperation as a key to more efficient use of a basically expensive information tool--the library itself.

What should be the future of KIC? First, it should continue to expand its coverage among local units, while at the same time it obtains funds to reimburse members for added materials and operating expenses; second, it should look into and provide a machine record of daily activities which can be evaluated as to costs and volume of work (number of searches, duplications, subject area success and failures, etc.); third, it should enlist the aid of non-public at established rates of reimbursement libraries where such resources can help provide better service; fourth, it should explore the special resources of regional libraries (outside Kansas) with a view toward engaging them in the network at specified fees; fifth, it should present to systems and other large resource centers a priority buying list derived from the analysis of "owned-but-out" and "not available" KIC transactions, with the idea that these needed items will not be handled unless evidence is given that such items have been purchased; sixth, it should expand its bibliographic training through the distribution of a larger and more complete manual for KIC services.

A major development for the future of KIC should be its attention to the processing of information--special location tools, quick availability of rare or lesser used items, preparation of demand bibliographies of materials available at large resource centers--which machine applications can make possible. KIC holds promise for the entire state as both an operating and an experimental unit; undoubtedly some of its operating revenue should be used for research into interlibrary and interagency loan functions, including the entire cost cycle for such services. Further, when systems evolve their nonprint collections and services, KIC might be the coordinating center for information about location, use, and needs for increased audiovisual resources on a statewide basis.

KIC has demonstrated its basic usefulness. Its next stage of development, under whatever control body, should examine the current information service in terms of public library needs first, then all types of library services in consistence with the development of library networks.

Intersystem cooperation

A national study of public library sytems, soon to be made available in a report for the American Library Association by Nelson Associates, deals with a variety of system services and details of system concepts. The report does not consider in detail patterns of intersystem cooperation beyond the usual interlibrary loan and through the personalized contacts of staff on a variety of matters. Kansas systems are no exception; besides the relationship resulting from KIC and from the inclusion of two or more large centers within a system (in effect, the overlap between one system and another), there is no discernible pattern of planned intersystem activities, joint responsibilities, etc. The general approach in most states has been to build systems on an equal basis (from the distribution viewpoint) and not to provide direct means for intersystem collaboration or to establish intersystem facilities as part of a basic statewide plan.

The amount of intersystem activity in Kansas, while small, appears to be a natural result of the common striving for better library service. If few formal arrangements have been made for such activities, it is also true that many informal procedures and relationships have resulted. The presence at a professional meeting of several directors, for example, may have made possible the loan of materials, or the convening of a staff board member workshop to deal with a common problem. But, in actuality, it has been KIC which has crossed the system boundaries in its service arrangements, even though this carryover has been mainly through communication and the transmission of materials.

Is a spirit of independence and competition a major cause for such few relationships and activities? Possibly; but it is more likely that the needs and problems of each of the seven systems are immediate priorities, rather than considerable attention now to the relationships between these major units. As systems overcome their initial problems of organization and stabilization, intersystem activities and shared responsibilities can be encouraged and tied to specific programs and responsibilities.

The status of system development in Kansas, 1968: an estimate.

In the absence of complete data about collection strengths, total resources on comparable bases, full personnel interviews and appraisals, a full inventory of physical facilities, and a logging of a wide sample of system activities, it might be assumed that only the vaguest generalizations or evaluations might be offered. But the record of system reports, including the information referred to above, and the sampling of both interviews and visits, have provided the consultant with a useful appraisal of the level of systems operations throughout the state. The following summaries represent the status quo:

1. Systems lack sufficient professional personnel to meet ALA standards, even though individual system total personnel provide a minimum work force sufficient for schedules and present operations;
2. System resources reflect the population relationship quite closely, although in absolute terms of volumes/capita, all systems are understocked;
3. System finances are minimal, and therefore most systems cannot hope to achieve standards of performance without continuing financial aid from other levels of government;
4. Aside from KIC, considered as a service innovation, there is limited evidence of provocative offerings to patrons throughout the state;

5. There is little attention to nonprint resources and services in most systems;
6. There is little evidence of interlibrary activity, except where such resources are naturally drawn into systems services, and intersystem consideration appear to be minimal.
7. Library publicity and public information activities of continuing scope and value are limited to a few larger libraries, while smaller units are not now providing a flow of either questions or answers about their status and activities. There is localized information but there is little in the way of a full story on the building of strength through systems, related to the role and problems of cooperating libraries.

The obvious answer to these general remarks is that currently all systems are working hard and long to correct these and other conditions which are known to the leadership of all systems. For example, on the matter of personnel, the North Central and South Central Kansas Systems have adopted a new organization chart, personnel classification and wage scale plan.[4] This structural chart defines rank, duties, classifications, and salaries for present and future incumbents of both systems staff. Whether or not the plan is fully adaptable or acceptable to other systems in the state, it is evidence of the activity of two systems toward correcting one basic problem in librarianship.

Doubtlessly, other similar evidences of system action toward alleviating the general conditions known and commented on in this report will be forthcoming. Further, corrections or action taken by one or two systems may not be applicable to all other units. The recommendations offered, however, deal with these generalized problems, and the suggestions should be considered as affecting all public libraries. Some systems may differ in their priorities; other systems may wish to rethink the value of these recommendations; and still others--plus nonmembers of systems--may find them inappropriate or inapplicable.

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[4] NCK, SCK Systems adopt a new organizational chart, pay scale. Kansas Library Bulletin 37: 14-15, 18 Spring, 1968.

Recommendations for library systems in Kansas:

1. Personnel*

a. All library systems must initiate and maintain an inservice training program which provides:

(1) Knowledge of system aims and responsibilities, through persual and discussion of current library literature, comparative reports, and other material about Kansas as well as regional and national library problems;

(2) Knowledge of new resources within the system and the state, based on the opportunity to examine materials, aid in selection, and the need for relating new resources to older materials;

(3) Training sessions to demonstrate a variety of library practices--from interviews for registration to supplying information to news media--so as to help equalize the levels of contacts to all patrons; further, such sessions should provide intersystem exchanges for mutual benefits;

(4) Formal talks and sessions by nonlibrarians (specialists from universities, state government agencies, etc.) to add knowledge useful to all staff members about the library in society and in the life of all citizens;

(5) Demonstrations of new equipment available to expedite library operations;

(6) Individual staff interviews conducted by supervisors and

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*Every system must establish a personnel plan and position classification scheme which will insure the employment of professional staff for all responsibilities usually assigned to such staff.

experienced professional staff with all nonprofessional members to provide better working knowledge and an increased system orientation.

b. All library systems should promote regional meetings (in addition to the Kansas Library Association programs) which will call on local expertise to expand common knowledge of operations and relationships:
   (1) Trustee-staff meetings to acquaint staff with policy matters;
   (2) Directors' meetings with local government officials, service and other organizations, etc., to provide useful channels of information about mutual problems related to library objectives and services;
   (3) Interlibrary meetings with staff of other types of libraries in each system area--academic, school, special--to explore mutual operational problems;
   (4) Intersystem exchanges to deal with common problems, and to plan for future cooperative ventures.

c. All systems should construct and adopt a formal personnel classification and pay plan which must guide its personnel program;
   (1) Establishment of an equitable classification scheme to define positions with attendant responsibilities;
   (2) Adoption of a pay plan which will insure the supply and retention of capable personnel on a comparable basis with other library services either regional or national;
   (3) Inclusion of a fringe benefit plan to make library service competitive with other careers;
   (4) Establishment of a system of review performance for each grade and rank of service.

d. **All** systems should budget funds for the maintenance of a program of training as suggested in a and b above, and to provide for additional activities as needed.

2. Resources

a. All system centers should achieve a minimum collection of 150,000 volumes of currently useful materials, exclusive of special materials for localized needs.

(1) Each system should provide leadership in the selection of materials for other units than the system center, with emphasis on strength in the major subjects; however, no attempt should be made to build all collections equally in all subjects;

(2) Each center should acquire sufficient periodical subscriptions to satisfy its clientele; and attention should be given to microfilm resources and hardcopy reproductions, plus inexpensive readers, for some local libraries in addition to center resources;

(3) System centers should establish guidelines for the purchase and maintenance of ephemera, and larger local units should be encouraged to purchase basic sets of pamphlets, documents, and offprints as needed;

(4) System centers should assume responsibility for providing selection aids, possibly abstracted and condensed for local unit use, and provide opportunity for review sessions of materials;

(5) System centers should supervise the acquisition of all reference tools to establish minimum standards (age, quality, number) for such purchases and maintenance, as well as help instruct in the use of reference tools as needed;

b. Systems must encourage and aid in the acquisitions and operation of audiovisual resource collections, first at the system center, and then possibly in selected system locations; such resources should be available for system-wide use first, then probably on an intersystem basis when all systems have provided basic collections of 16mm sound films, slides and 8mm films, art reproductions, (if established), and other visual aids.

   (1) Phonorecord collections should be established in larger local units, while system center collections, if any, should be special resources to reinforce local needs;

   (2) Each unit capable of maintaining any film, etc. service should obtain some equipment for loan to organizations and individuals; however, services to schools should be limited to organization serving education and not to classroom activities.

c. System center personnel should be available for consultation on the maintenance of local library resources; e.g. while weeding may be a current problem, it is suggested that future resources strength is not a weeding problem but rather one of matching a unit collection size and strength with others throughout a system;

d. System centers should reexamine their rotating collections policies so as to make available more adequate resources or to provide a different level of service than the current materials items; (no local center can have its resources increased sufficiently by such a service as a substitute for local acquisitions).

e. Each system should consider the establishment of a system-wide storage facility for little used material, which will help remove outdated and widely duplicated items and which will provide one resource for system-wide availability and control of such materials; each unit would supply one copy of a book, periodical, etc. for inclusion in the storage facility, and the final selection of storage titles would be made by the system center.

f. The present designation of core, community, etc. centers within systems should be accompanied by more detailed designations of basic requirements for such units--size of collection, staff, hours of service, etc. Further, the classification of these units should be made uniform for all systems, and each system center should rigoriously limit these designations in accordance with published criteria.

It is obvious that any unit below system center strength is incapable of performing many of the system responsibilities; the profession as well as the public should be aware of these limitations so as not to be misled into thinking that system operations will result in an equalization of services and resources. It may well be that all other units should be called local or cooperating libraries, rather than be assigned a position on a sliding scale of services and responsibilities. The role of all of these units is mainly to offer minimal local availability of library resources. Those units which are above average can publicize their own strengths, and their clientele can soon enough know about better than average provisions for service.

On the other hand, the smallest and least adequate units should not be thought capable of serving at the same level as larger local libraries; nor will system membership automatically minimize their deficiencies. Therefore, a standardized, state-wide scheme of classification may aid in the proper future role of such units; and the classification scheme could be related to state-wide standards of performance.

3. Services

a. Each system center should provide a master plan of desirable services between the center and local units, which should incorporate the best practices of modern library operations and which should provide for flexible expansion:

(1) Circulation and interlibrary loan practices-systemwide;

(2) Special collections rotation and purchases (center local unit);

(3) Exhibits of new materials and other library publicity;

(4) Standardization of information services--reference desk service, interlibrary referrals, interlibrary reference tool purchases, construction of indexes and other finding devices in accordance with special local needs;

(5) Collection of useful statistics for reporting and analysis of library use--elimination of duplicative items and inclusion of more basic data (e.g., reference transactions, adequacy of resources to meet requests, reference tool acquisitions and withdrawals);

(6) Staff meetings and sessions between local and system center personnel on a regular basis to evaluate service performance.

b. Each local unit should be encouraged to develop individualized patterns of specialty in the use of local history collections, county and other newspaper materials; and individual activities should be reviewed by as well as communicated to both the system centers and to the other local units.

c. Each system should provide leadership in service to organizations within its jurisdiction, even though such a service will be limited according to the size and capabilities of local units.

d. Each system center should assume responsibility for the centralization of acquisitions, cataloging, and physical processing of all materials for the cooperating libraries until such time as a statewide facility is established; for smaller systems whose local units now do not have card catalogs or other finding devices, consideration should be given to machine processing and the production of a printed catalog, cooperatively between several systems or between other agencies.

e. Each system should analyze its total clientele with a view toward the establishment of services to special groups according to the size, nature, and needs of the group--e.g., disadvantaged, professional, etc.

   (1) The System center should plan an overall program for the system, with elements to be maintained by one or more local units;

   (2) Local units should help determine the needs of each locality for any special programming;

f. Each local unit should bear responsibility for considering its operations in terms of other units and the system center, in accordance with the concepts of the Minimum Standards for Public Library Service, 1966. Such an operating philosophy will be dependent on system-local unit planning as well as activity.

4. Two major concerns--all systems

a. Each system should engage immediately in cooperative activities with non-public libraries in its service area.

While some systems have already established some cooperation, the consultant is not aware of a planning statement which sets forth in detail the ways in which other libraries are to be enlisted in a total plan. The institutions of higher learning, for example, through its librarians, have stated its current and continuing interest in such cooperation. At a meeting in August, 1968, of many of these library directors with this consultant, a number of ideas were discussed and proposed. The need for a statewide consideration of the student problem was stated; inservice training and staff orientation between types of libraries was mentioned; sophisticated uses of closed circuit and instructional television was brought up; the relationships between an expanded KIC and academic libraries was considered; the possibility of a processing center was mentioned; the current growth of junior colleges appears to offer a first-step exploration toward better library cooperation. The interest of the group was evident in their willingness to devote a day to such a discussion. While the Kansas Library Association might well be the first meeting ground for such specific steps toward cooperation, it appears more useful in the long run for each system to analyze and recommend an area program, as part of a statewide plan, which can be implemented immediately and continuously.

b. There should be an immediate decision on whether or not all systems will support a statewide central processing unit capable of maintaining a work output sufficient to handle the majority of all business in the systems, and capable of rapid delivery of the finished materials throughout the state. It would be a grave error to establish such a center anywhere in the state if it could not assume major control of all materials processing within the regulations commonly agreed on by systems directors.

If such a service is established, it should strive toward expansion as soon as it is stable so as to incorporate public library needs and be capable also of interstate activities--standardized data storage, printed outputs, etc. Until the full potential dimensions and limits of such a center are agreed on, no single center should undertake a major program of technical processing of materials. The major aim of the new center, wherever and whenever established, is to work constantly toward eliminating all duplicative activities in libraries concerned with the acquisitions, technical processing, and catalog maintenance responsibilities of its members. Unless such a cooperative processing unit achieves total control, in consistence with its established and published rubs, it cannot materially reduce current expensive, duplicative, and inefficient practices.*

5. Expansion of several recommendations

   a. Audiovisual services (2. b.)

This consultant has surveyed the New York State Library's program in audiovisual services, and the Pennsylvania State Library's role. In New York, the existence of some strong system resources in addition to a good general collection of 16 mm. films in the State Library made it possible to recommend practical steps beyond the immediate first ones; in Pennsylvania, while there were fewer local resources, the major libraries were more involved than most of the larger units in Kansas. The Kansas State Library does not have a basic film or other nonprint collection, hence it is not now capable of providing beginning service through materials loans.

*The problem of a central processing unit has been stated in two chapters (III and IV) because of the duality of any such enterprise--i.e., if the state agency organizes, supports, and disseminates its product, the systems and other types of libraries must be consumer partners. Until full assurance of the use of the product is established, questions of success are real; partial use of the new facility will be of little long term value.

A quick visit to the Bureau of Visual Instruction, University of Kansas, brought out that this facility could serve the needs of libraries through its regular channels of rental. One avenue for the development of film service from system centers would be to use this Bureau by paying for the films to be used in each system with system funds. Local units would forward their requests to the system center, which would assume responsibility for scheduling, rentals, and other operating details; films obtained would be sent to the local libraries which used them. The service would be relatively inexpensive since no investment of size would be needed to build a central film collection. On the other hand, the limits of service would be those which the Bureau imposes as to availability and the range of film titles; since most of the films in this agency are for classroom curricular activities, the range of titles for general use would be limited.

If the State Library were to start a collection of adult and general films for systems use, a large initial investment would be required in addition to equally large annual maintenance sums for several years. A staff complement--a minimum of two persons, one of whom would be a professional librarian as consultant--will also be necessary for the effective use of materials. Since the state agency has not had films, nor have funds been used for film services, it appears unwise to recommend that a budget for the State Library in the neighborhood of $100,000 for general film service the first year, and approximately $50,000 per annum thereafter, be assigned for this purpose. Rather, an adequate grant fund should be set up to provide systems with funds from the state agency for films (but not for phonorecords), to be used to obtain them through the most economical and expeditious means. Mainly these means will be through rentals and loans from a variety of agencies; some purchases should be made for often-used titles, professional films on library matters, and for specific programs of large scope (disadvantaged, student groups, economic-agricultural programs). Such a budget would allot an initial sum to all systems, but continued annual grants would be dependent on evidence of expansion and use. A grant for the first year of $15,000 per system would provide for staff compensation, materials about films (a simple information service), rental costs, related overhead (telephone calls, insurance, film maintenance, necessary projectors per system headquarters), plus minimal purchased.

The consultant recommends this direction of development because of the non-existence of any sizeable film collection outside of the Bureau at K.U. around which a statewide service could be built. If the State Library were to invest the necessary initial funds for a starting a beginning general collection, such a collection would have to be disbanded; and the investment would have to be considered a pump priming one to encourage systems to build localized programs. On the other hand, the state agency could now buy a number of special titles--for library development as well as representative of other areas important to Kansas--at a fraction of the cost of starting a general collection. This kind of special resource could be more useful and long lasting; its ultimate value will be related to the growth of system services. This suggestion has been given in Chapter III as the focus for the State Library's audiovisual role.

Phonorecord collections for general use and circulations, as mentioned in the specific recommendation to systems, should not be established at the state agency, but at system centers for regular distribution to local units. A small demonstration collection, plus some equipment, additionally might be purchased by systems for their own training and advancement purposes. Clientele should not be expected to use such materials; if local libraries cannot afford to establish even minimal collections, patrons cannot expect the state or the system to serve this particular interest. System centers, of course, must have information about such collections to which patrons are referred; since systems have established system-wide loan privileges, it does not seem necessary to provide skimpy and basically useless collections in local units merely to show that the library is aware of such materials.

Finally, other forms of projected or aural materials should be considered for each system center as requests are generated. Certainly some 8mm films may be useful, if local patrons have their own projectors; some special slide sets may also be obtained if justified for special program and area needs. It may well be that some systems centers will become outlets for wide area educational television programming; if so, the potential value of coaxial cable wiring for new buildings should be explored. However, until a statewide educational television facility becomes a reality, no particular recommendation is offered in this report regarding the need for all systems to plan now for such utilization. Certainly systems closely situated to the major academic institutions should explore with their professional colleagues the possibility of such ETV arrangements.

All library system audiovisual services should be focused on and planned for the nonstudent users of their respective facilities; further, when such collections and services are operative, their users should be individual as well as organizational. Schools should be discouraged from the use of the system center's resources unless the center is a part of a total, interlibrary program which has been promulgated, financed, and operated for the benefit of all libraries and all library clientele. When such an arrangement is made, with shared funding and service responsibilities, then all users can be equally served.

b. Total inservice training activities

There should be formal and informal phases of any large scale inservice training program. The formal aspects should be carefully planned to encompass all new techniques and changes in overall library programs, including such items as intersystem relationships, state library system activities, and interlibrary problems and programs. Not all of the "training" must be done by the system director or staff, but all of the needs for all staff pertaining to personnel utilization and enhancement should be part of the total program of statewide library development.

Informal aspects should become more continuous and more frequent among systems personnel. Is attendance at a state or regional library meeting (or other program) considered time off for good behavior or part of rank privileges, or are such attendance used to provide information and evaluation for the full staff? A major concern for systems in Kansas as well as elsewhere is to keep up with new developments and techniques; informal training aids--coffee hours with speakers, evening community sessions and the like--are valuable for the purpose of spreading such knowledge.

The concept of continuing inservice training should be built into both the budget and the schedule. The consultant knows the problem of time off and desk schedule conflicts, as well as the problem of convincing a library authority of the validity of such activities. But personnel are the library's most expensive as well as expandable resource, and no single activity is sufficient for newly developing systems to exploit than human resources. A director's meeting about budget with local officials should carry with it a mandate to explain the results to all concerned staff and to interested clientele; a professional meeting attended by a few representatives should be expanded into a called staff meeting even if at odd hours, to communicate the results and information gained. System executive committees should also communicate their action and plans to all libraries in their system.

Intersystem activity will need even more of this kind of staff/personnel connection. All libraries duplicate their activities to some extent; what will be the scope and differences of intersystem activity? How can this level of service be made important to people who are busy with daily, localized responsibilities? What new communication and training devices must be established to make the intersystem level valuable, in addition to intrasystem relationships? Are training aids used presently? Which ones? How good are they? How can they be made known to those who do not use them? It is recommended that systems begin now to meet together to plan inter-system activities and programs.

The largest systems should look toward the employment of a training/personnel officer, perhaps shared between several systems and jointly budgeted. This person(s) should be able to assume the responsibility for accomplishing all of the recommendations given in the previous list; but more importantly, this person should be given the clear directive to proceed to do even more than this report suggests.

While there is obviously a limit as to the implied and actual importance of an inservice training program, no library has as yet reached this limit. On the contrary, if anyone believes the recommendations are either impractical or unnecessary, he should think through the matter of how a professional worker, in libraries or in other agencies, actually does maintain his best level of service--can a professional worker maintain an adequate knowledge about his field and its changes, as well as an adequate appraisal of his personal role, without an ongoing opportunity to participate in continuous training?

Therefore, each system budget should provide funds for a minimum and constant number of inservice training activities, and the annual report should provide an evaluation of the program.

The matter of the student user, acknowledged in chapter III, is of concern to systems personnel and the services they sponsor.

Any and all overtures to school and academic libraries should be immediately considered; and systems should be constantly aware of what successes and failures particular projects may decree. It may well be true that unless the public librarian assumes responsibility for interaction, none will result. All system centers should be closely involved in attempts to establish a workable plan for the division of responsibility regarding library privileges among local school, academic, and public agencies. The succeeding steps might revolve around joint personnel use, special orientation programs, and even shared financial responsibilities.

Beyond the student user, special resources for specialized clientele may be a valuable aspect of cooperative activity. An inventory first of available resources, then a plan for use upon demand seems both logical and simple to negotiate where such resources operate.

A long list could be made by any system director in the state of such specific activities as these. But the stress must be on interlibrary-intraagency knowledge of what is attempted and what is accomplished. A partnership between systems libraries of all types, the state library agency, and other state governmental units may lead to intra-state library services as a model for other states as well as a total library commitment in Kansas.

V. Recommendations Toward a Statewide Library Structure

If the specific recommendations given in chapters III and IV are deemed useful, their implementation will result in a public library service which operates statewide, centered about strong resource and administrative centers at the seven regional points. The State Library will, over a period of time reduce some of its activities and expand others, as a member and the focal point of such a network of library activity. In addition to the established public library systems, which constitute a network, there will be a network center for academic libraries composed of the state universities; and community colleges; the network for school library service will be the largest educational media centers, plus the county or other unit central facility; the network for special libraries will be all such information facilities plus the coordinating aid under Title III, LSCA, to be arranged by the State Library. It is recommended that the State Librarian cooperate with the Department of Public Instruction and encourage the development of a plan for school library network; additionally the State Librarian should cooperate with higher education authorities (as well as academic librarians) to establish formal academic library networks.

The ultimate location and form of organization of the Kansas State Library will be dependent on any overall reorganization of state government. If the State Library is to perform adequately in its future responsibility as suggested herein, the agency will need considerable freedom of action, administratively, while at the same time it is logical to conceive of its position within a future state government information-education responsibility. The State Librarian and the Advisory Commission should examine carefully current and projected plans for reorganization so that any future moves are well understood and evaluated.

For each type of library network the actual development of a workable set of cooperative activities should result from the implementation of the plan presently proposed by the State Library under Title III, and in its proposals for grants under Title I, LSCA. At the first stages of type-of library activity toward the statewide network concept, the State Library should accept and vigorously promote the role of a coordinator and a clearinghouse through which the members of each future network will work to achieve actual statewide programs. This clearinghouse-coordination role should be a part of the state agency's responsibility for several years.

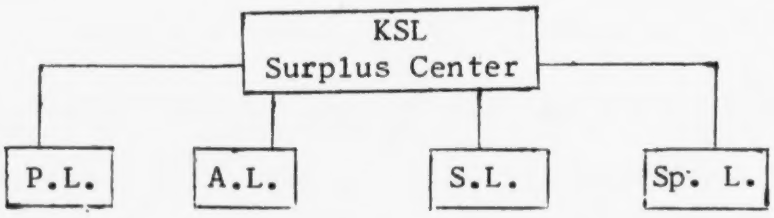
Among the recommendations offered in this report which reflect on growth toward a total network of library services, the suggestions dealing with concern for the student user, the expansion of KIC, the design and operation of a full inservice training program, the acceptance or rejection of a statewide processing center, and the matter of intersystem cooperation among public libraries are first steps toward achieving public library network status. The state agency must be involved closely in all these considerations if its future services are to be planned properly for implementing the first library network.

But the responsibility of actually operating other types of library networks is not solely for the state agency. The agency can call for discussion and proposal of a plan to achieve other network operations, but it cannot implement such programs under the present support program, except for Title III which is limited in its ability to fund full scale interlibrary activity. While the state agency might hire specialist personnel for work with school and acadmic libraries, its thrust is not now able to set into operation a fullscale program among all types of libraries.

The state agency, however, will need to consider its diminishing role in public library promotion as systems become more viable. The suggestions for the reorganization of the agency reflect the idea that internal services, if properly increased, can become the crossover points of aid and cooperation between service specialties and all libraries--that is, a strong reference service may be useful to all libraries even if that service is in the state library agency which is focused first on both public libraries and service to state government and schools. The Extension Department may well be non-extended in a few years; its resources and personnel probably must be reduced as quickly as possible when systems are operating their own increased resources and interlibrary supply services to their members. But the personnel of the Extension Department will be useful as consultants to systems and to the remaining holdout libraries for a long time to come.

The evolution of a statewide library service, embracing all types of libraries and all useful services, should derive from the basic concept of the current statement for the implementation of Title III, LSCA, responsibilities. For this plan to work in Kansas effectively, the role of the State Librarian appears to be one of adjusting the various phases of growth in the future. The State Librarian must be provided the opportunity to direct the coordination of the various type of library networks so as to help relocate the State Library in relation to the problems of public libraries first and other types second. But eventually, the State Library should evolve into the coordinating center for the acquisitions of large numbers of materials, the switching center for large bibliographic tasks, the clearinghouse for planning and training activites, and the disburser of all library aid funds.

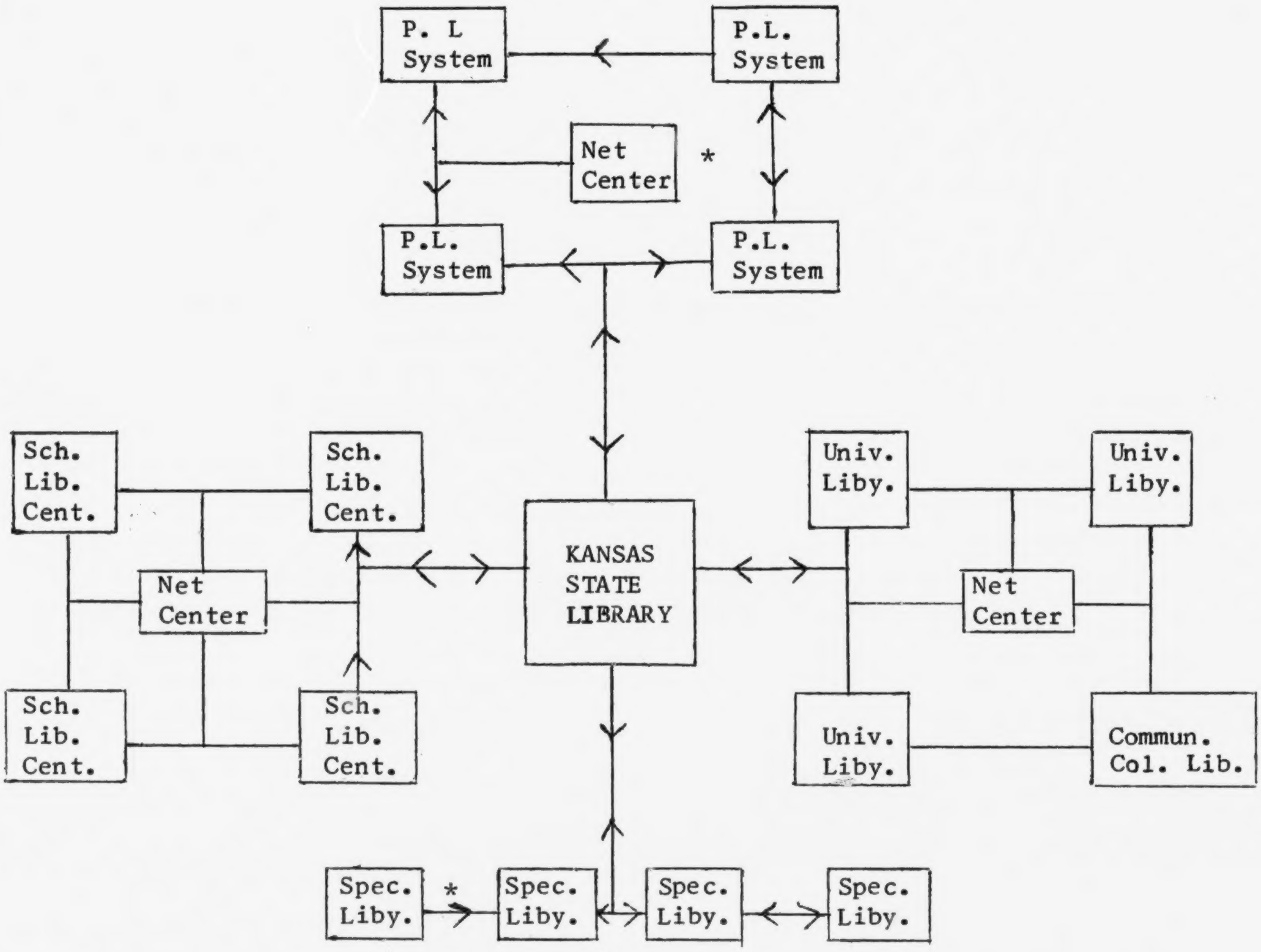
To achieve any of the recommended ideas related to networks, legislation must be provided to establish the Kansas State Library as the legal center for such activities.



Legislation for this concept must be provided to implement these recommendations.

The three diagrams suggest a possible network array for Kansas, and an organization of the future Kansas State Library when networks are operative:

1. Possible network operations within Kansas


P. L System
P.L. System
Net Center
*
P.L. System
P.L. System
Sch. Lib. Cent.
Sch. Lib. Cent.
Net Center
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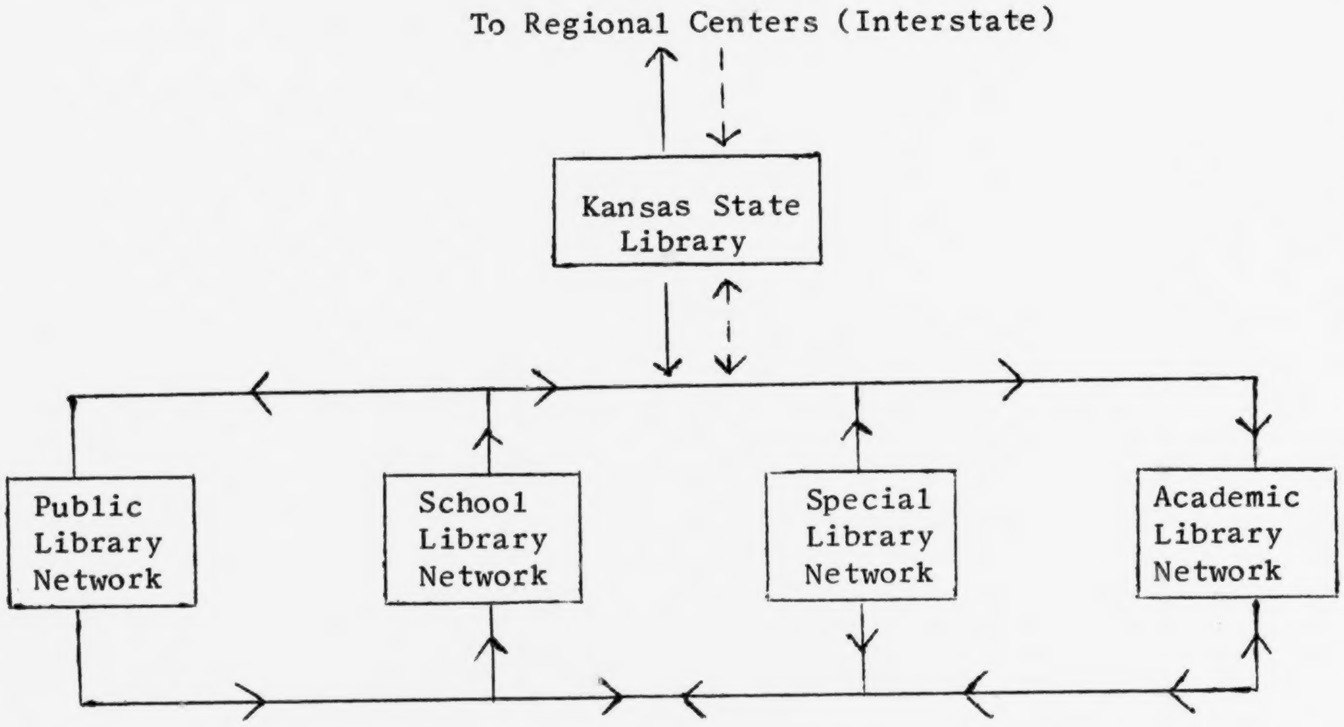
Sch. Lib. Cent.
KANSAS STATE LIBRARY
Univ. Liby.
Univ. Liby.
Net Center
Univ. Liby.
Commun. Col. Lib.
Spec. Liby.
*
Spec. Liby.
Spec. Liby.
Spec. Liby.

* = No Network center for Special Library Network

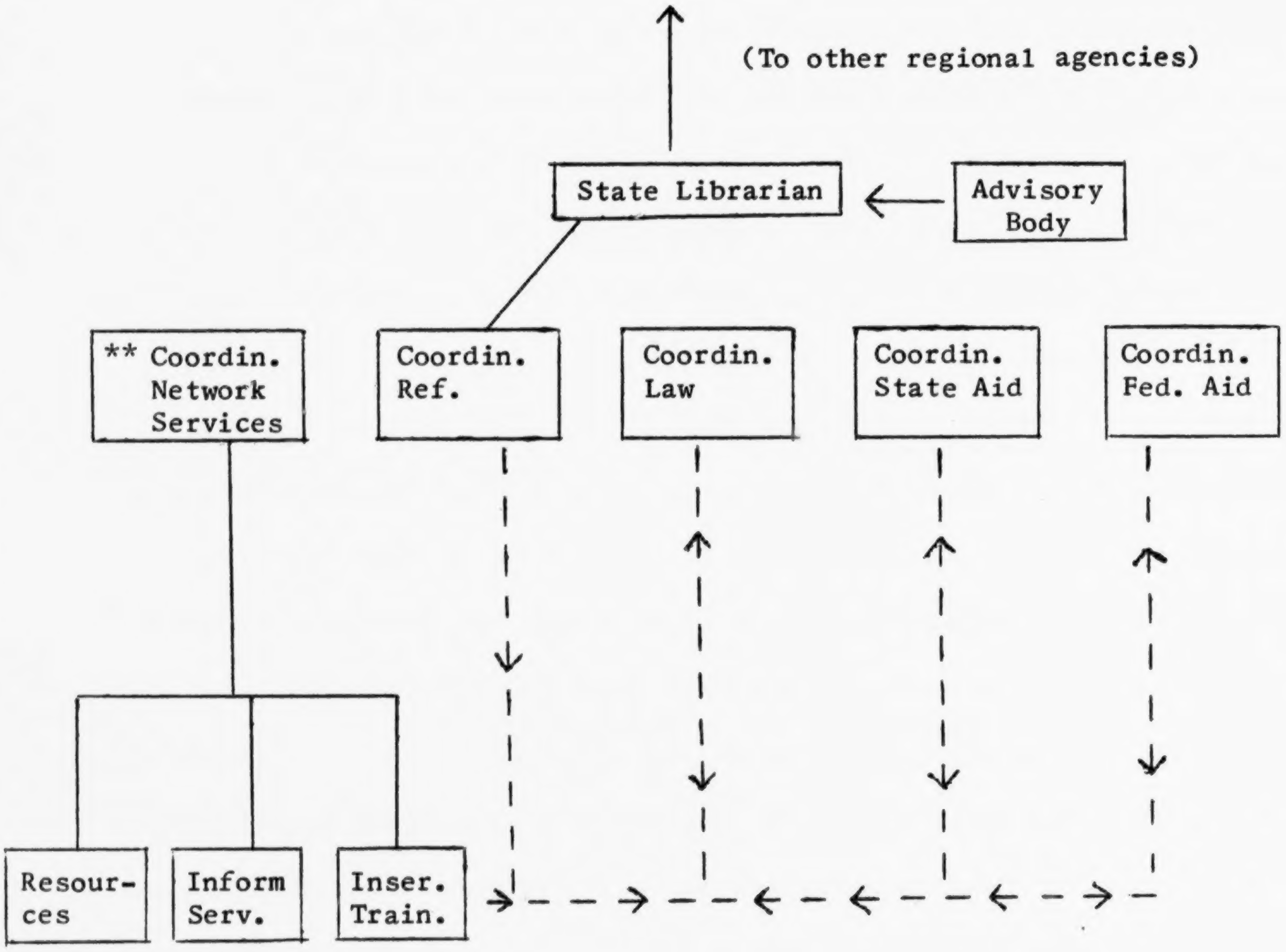
2. Networks and the State Library for Interstate Activity


To Regional Centers (Interstate)
Kansas State Library
Public Library Network
School Library Network
Special Library Network
Academic Library Network

________ = flow in and among Kansas networks

-------- = flow in an coordinating center (Kansas State Library) to other centers, and return for diffusion to Kansas networks.

3. Suggested Internal Organization Kansas State Library, 1973-79*


(To other regional agencies)
State Librarian
Advisory Body
** Coordin. Network Services
Coordin. Ref.
Coordin. Law
Coordin. State Aid
Coordin. Fed. Aid
Resources
Inform Serv.
Inser. Train.

* The date is suggestive only; if progress is made to establish the reorganization soon, the State Library could operate as suggested in 3. above in only 2 - 4 years.

** The major feature of the Agency during this period and later will be the role of the Coordinator, Library Network Services. This person (s) will be responsible for relating the network centers to the ongoing State Library activities, in a pattern which indicates that all other ongoing services and responsibilities will reflect the central role of network centers in supplying on-line library services to patrons statewide. The coordinator will serve also as consultant to netwrok directors in the same manner as the other coordinators advise and provide their departmental services.

If Kansas provides a grants-in-aid program for public libraries, the state agency should be committed to the disbursement of these funds and to a future continuing relationship with public library systems at the same level of control and evaluation which currently it occupies for federal funds. Such a role should cause no concern if the agency is properly manned with proper staff for its responsibility. When systems are operating at a level of service commensurate with standards, the state library agency will be able to consider how best its staff and services can be engaged in greater effectiveness toward achieving the necessary coordination between all types of libraries.

Meanwhile, of course, it is hoped that systems will arrive at a much closer connection between all libraries in their areas. The fact that other libraries have similar concerns should enable all types within an area to begin now some coordination on a cooperative level, and activity for which few funds exist; but these first steps may well lead to proposals for interlibrary services which might be funded with future changes in legislation at the state or national level. The recently released report of National Advisory Commission on Libraries calls for a strengthening of state library agencies with a view toward just such a responsibility as mentioned above, and the report gives attention to networks of libraries.[1] The interest in "Networks for Knowledge" and efforts to fund such a national program will be an important element in future achievements on a statewide level in Kansas.

Any plan for Kansas for the next five--twenty years should consider the accomplishment of the recommendations in this report (for the State Library and for systems) as basic steps toward the strengthening of the major elements of a public library netwrok, and which will help them move toward ultimate full coordination of all library services and resources. If a time table is possible, it may be structured in this way:

---

[1] National Advisory Commission on Libraries. Report. Washington, 1968.

1. 1969-72-74
    a. Provision of a state grants-in-aid program for public library service;
    b. Reorganization of the State Library along the lines suggested in this report, to provide closer professional activity with all libraries;
    c. Strengthening and enlargement of the Kansas Information Circuit and the operation of an expanded KIC by the State Library as the logical center for inter-state information and resource retrieval for all libraries;
    d. Operation of the inservice training program first for public library needs, and then through expansion to coordinate all library personnel into a continuing and useful program;
    e. Implementation of an audiovisual program through systems first, coupled with the building of a specialized resource in the State Library which will serve all libraries in Kansas;
    f. Coordination of other government information services in Kansas, through the State Library and through the systems center.
2. 1974-79
    a. Establishment of network centers in several locations, whose responsibilities and services will embrace existing systems headquarters (the major universities, public library centers, special libraries, and school district centers) and which will

include a direct working relationship with the State Library through a department or office for the coordination of all library needs and services;

b. Funding of network activities--communications, personnel, special resources, in-state services--related to the resources of Kansas libraries at that time and to the growth of similar resources in Missouri, Oklahoma, Colorado, Nebraska, and Iowa.

3. 1979-89:

   a. Perfection of communication and transportation devices to insure that all library resources, in all types of libraries, are apart of network activities;

   b. Regional (interstate) development as needed;

   c. Elimination of direct service to libraries from the State Library which will be by then a planning, evaluating, financing, and coordinating center in conformance with the growth of network centers and the increased specialty demands for resources.

The details of such development in time stages must be left to the leadership of the profession throughout the state. If, for example, the problem of the student user is unresolved in the next two or three years, it may be necessary for academic librarians to seek different ways of serving these users than would be applicable to public or school libraries, even if the latter two types work toward a single service. If an audio-visual service is developed in some systems but not in others, the State Library may decide to redirect its federal grants and its future state grants to provide either incentive funds or special grants for such service, while at the same time it either limits or changes its own commitment for special film resources as suggested in this report.

The consultant is confident, on the basis of his exposure to some of the librarians and libraries in Kansas, that the basic suggestions given plus the ingenuity of librarians can provide a valid total state plan. It is not important, actually, that any particular recommendation be accepted and/or implemented; rather, it is urgent that the current level of service in all types of libraries be regarded as to a state which must be elevated as expeditiously as possible to high quality through all appropriate and workable means. A state plan is not so much a detailed document as it is a reflection of a commitment to improvement and expansion. It is inevitable that the details will vary and the progress will be uneven; yet if the broad concepts promoted herein are acceptable, their implementation can be activated in many ways to achieve the desired results.

There is no one sure way to improve library service to all citizens; there is only the understanding that improvement is necessary, and its achievement requires a whole state to work at such development. The report suggests some fair means to the achievement of excellence in statewide library service.

Appendix

Critical Analysis of Kansas Library Laws

by Alex Ladenson, Ph. D.

A CRITICAL ANALYSIS OF KANSAS LIBRARY LAWS

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Acting Librarian, The Chicago Public Library
and
Member of the Illinois Bar

1968

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STATE LIBRARY ACT OF 1963

The State Library Act of 1963 is an acceptable piece of legislative draftsmanship, but it is cast in a frame of reference that, in several important respects, is anchored to the past rather than projected to some of the newer viewpoints in librarianship. Section 1 of the Act (KSA 75-2534), for example, which expresses the aims and purpose of the State Library reflects a philosophy of librarianship that is characteristic of a former day rather than one which denotes the current trends in library service. The phrase, "The state library shall consist of books, pamphlets, papers, pictures..." is taken from an Act of 1870. It would be desirable to abandon this century-old phraseology and use more modern terminology.

Section 1 of the Act could be strengthened considerably by a provision defining the State Library as the General Reference and Research Library for all state departments and agencies including the judicial, legislative and executive branches of state government. This is not a case of calling a rose by another name, but it is vital for two reasons: one, it broadens the scope and objectives of the State Library permitting it to collect necessary research materials in depth; and two, it would tend to discourage the proliferation of small independent libraries by the various state agencies. The importance of the research function in the operation of a state library has been summarized as follows:

> Expansion of research and survey activities in State government is continually placing heavier loads on State libraries. The legislature is faced with problems which require research as a basis for making sound decisions. Departments and independent agencies find that they need the results of research in planning and executing their programs. Research has become the

> sina qua non of sound State program planning. As a consequence, State governments are carrying on more and more research, which in turn calls for increased library services. State government research and surveys have expanded the functions of the governmental library and made new demands upon its personnel. (Fred F. Beach et. al., The State and Publicly Supported Libraries. Washington: U.S. Government Printing Office, 1956.)

Section 1 would also be strengthened by incorporating into it a declaration of policy enunciating the state's role in encouraging and supporting the development of public libraries. This legislative declaration must indicate the relationship of public library service to the state's responsibility for providing public education. The following are two examples of such declarations:

> Section 1-102. Policy. It shall be the policy of the State of Oklahoma to promote, support, and implement the development and maintenance of adequate public and special library facilities and services throughout the State in whatever forms and by whatever means may be most beneficial and feasible. Adequate library services are deemed to be necessary to the cultural, educational and economic development of the State of Oklahoma and to the health, safety and welfare of its people, and to be the responsibility of government at all levels. (Oklahoma Statutes Annotated, Title 65, Section 1-102.)

> Section 27000. Legislative declaration. The Legislature hereby declares that it is in the interest of the people and of the State that there be general diffusion of knowledge and intelligence through the establishment and operation of public libraries. Such diffusion is a matter of general concern inasmuch as it is the duty of the State to provide encouragement to the voluntary lifelong learning of the people of the State.
>
> The Legislature further declares that the public library is a supplement to the formal system of free public education, and a source of information and inspiration to persons of all ages, and a resource for continuing education and re-education beyond the years of formal education, and as such deserves adequate financial support from government at all levels. (West's California Annotated Codes, Education Code, Section 27000.)

A declaration of this character would give a firm legal basis for the public library extension program and activities of the State Library.

Section 8 of the Act (KSA 75-2541) should be eliminated. It is a provision that had its origin in 1873. There is no reason for singling out this particular statement of duty. It could be incorporated into Section 9

(KSA 75-2542). If this is done, however, the language should be changed requiring the State Librarian to organize the collection of the Library in accordance with modern library methods.

In enumerating the powers and duties of the State Librarian (KSA 75-2542), there are several items of importance that should be added.

1. Collect statistical data relating to public libraries and library service.
2. Cooperate with the state department of education in the development of statewide school library services.
3. Promote cooperation between all types of libraries.
4. Prepare an annual report for submission to the governor.
5. Issue a library publication on a regularly scheduled basis.

In Section 9 of the Act (KSA 75-2543) there appears to be an important omission. The treasurer of the state is empowered to receive and disburse federal library funds but it does not provide that the disbursements must be made under the authority and direction of the State Librarian. The last sentence in Section 9 should read as follows:

> The treasurer of the state is hereby authorized, empowered and directed to receive and disburse moneys appropriated to the state in accordance with the provisions of any such federal legislation, under the direction of the State Librarian.

REGIONAL LIBRARY SYSTEMS ACT OF 1965

There are two basic substantive weaknesses in the Regional Library Systems Act. The major shortcoming is the failure to provide for a program of state aid to assist in the development of library systems. State aid for public libraries is now recognized as a function of state government. The principle of state aid received token recognition as far back as 1890 with the creation of the Massachusetts Library Commission, but in the last decade it has come to be accepted as a well-established responsibility of the state in many jurisdictions.

State aid for public libraries is based on the legal premise that public education is a function of the state, and since public libraries are part of the educational systems, they, like the schools are entitled to financial assistance from the state. As a corollary to this principle, it must also be recognized that the quality of library service which is available to a citizen should not depend on the size and wealth of the community in which he happens by chance to live, but rather on his reading and research needs.

In Minimum Standards for Public Library Systems, 1966, issued by the American Library Association, the following standard is recommended on page 23:

> The state library agency should assume a leadership role in, and provide necessary funding for, the development of statewide plans for all types of library services, for interlibrary cooperation, for research, and for demonstration and experimental programs that will lead to improved library service to all people of the state.

In Standards for Library Functions at the State Level also issued by the American Library Association, the following standard appears on page 26:

> The state share in the financing of local public library service should be at least one-third to one-half of the total cost of a sound minimum public library program as set forth in the state plan for library development.

Without state aid, the organization of effective library systems is virtually impossible because additional local tax sources are just not available. The real property tax has been squeezed dry and has reached the final limits of its revenue potentialities. State aid is, therefore, the most crucial element in the library system concept. Without state aid, there is no incentive for existing strong libraries to participate in a system organization with weaker libraries.

In considering a program of state aid for the development of library systems,there are two fundamental considerations. One is the amount of money the state is to provide for this purpose, and the other is the formula to be used in distributing the funds. With respect to the amount to be requested, twenty percent of the existing total expenditure for public library service in the state would be a reasonable starting figure. As for the distribution formula, there are two methods from which to choose. One is a combination of area and per capita grants as provided in the New York and Illinois system laws; the other is a per capita grant as adopted by Massachusetts and Rhode Island.

See:

Consolidated Laws of New York Annotated, Education Law, Sec. 272-273.

Illinois Revised Statutes, Chap. 81, Sec. 111-123.

Annotated Laws of Massachusetts, Chap. 78, Sec. 19A-19C.

General Laws of Rhode Island, Sec. 29-6-1 to 29-6-11.

Turning now to another weakness in the Regional Library Systems Act of 1965, is the provision that permits a library levying as small a tax as one-fourth (¼) of a mill to be excluded from the operation of the Act, upon the request of the governing body making such a levy. To allow such weak libraries to be excluded from system participation is not in the best interest of improving existing service. A library that levies only one-fourth (¼) of a mill cannot offer adequate library service and needs the help which a strong library system can provide. If libraries are to be excluded from system participation upon request, then the test invoked in the Act for exclusion should be raised to those libraries that levy as least one-half (½) or more mills.

The Regional Library Systems Act could also be strengthened by providing that the system board be declared "a body corporate and politic," and as such may hold title to property and have the power to sue and be sued. This type of provision would reinforce the authority of the system board to levy a tax as provided in Section 5 (KSA 75-2551), thus helping to remove any challenge against the validity of the levy that may be brought.

In Section 5 (KSA 75-2551), the provision authorizing the system board to levy a tax not in excess of one-half (½) mill on property that is not already taxed for library purposes is an extremely salutary measure. This is an effective method of extending library service to unserved areas, and makes a contribution to the system concept. No other state has such a provision. This feature coupled with a substantial program of state aid would be a sound fiscal structure for statewide system development.

MUNICIPAL LIBRARY ACT OF 1951

For the sake of unity and completeness, it would be desirable to have the tax rate expressly stated in Section 3 (KSA 12-1220) rather than employing the phrase "in such sum as the library board shall determine within the limitations fixed by law." This makes it necessary to refer to Chapter 79 in order to obtain the specific tax rate. Notice that in KSA 12-1215 the tax rate is expressly mentioned in the body of the library law and this is a more desirable practice.

The following provisions contained in KSA 12-1216 should also be incorporated into Section 3 (KSA 12-1220):

a) The tax levy shall not be included in and shall not constitute a part of the tax levy of any city to which this act is applicable.

b) The tax levy shall be in addition to all other levies authorized or limited by law.

These are two important general provisions which safeguard the integrity of the library tax levy and prevent it from being reduced.

Section KSA 12-1221 could be strengthened by incorporating into it a provision exempting county libraries from any statutory limitations of bonded indebtedness such as it provided in KSA 10-301.

In KSA 12-1221 there is no provision made for a city library to issue bonds for a building.

In Section 5 (KSA 12-1222) provision is made for the appointment of a city library board of seven members. In addition the official head of the municipality is made an ex officio member with the same powers as appointed members thus resulting in a board of eight members. For practical purposes, however, it would be more desirable to have an odd-number board.

In KSA 12-1225, instead of the phrase "Library boards shall have the following powers and duties:", a prefatory clause such as the following may prove to be useful in extending the implied powers of the board:

> Library boards shall carry out the spirit and intent of this Act in establishing and maintaining a public library and, in addition to the other powers conferred by this Act, shall have the following powers and duties:

It might also be desirable to provide the library board with the power to sell or otherwise dispose of any property no longer necessary or useful for library purposes.

Section KSA 12-1234 provides that each county or township participating in a regional library is authorized to levy a tax for the maintenance of such library in such sum as the library board shall determine within the limitations fixed by law. But in Section 79-1947 there is no express reference made to Section 12-1234 as is the case with Sections 12-1220 and 12-1230.

An additional provision is recommended for inclusion in the Municipal Library Act relating to eminent domain. An amendment should be introduced empowering the corporate authorities of any municipality to exercise the power of eminent domain for library purposes. Such a provision would help to avoid any possible objections that might arise in connection with the acquisition of property for a library building. In other state jurisdictions, the general power of eminent domain granted to a municipality has not always proven to be sufficient, and it has been found to be desirable to have specific authorization for this purpose.

(For a comparable section relating to parks see KSA 12-1306)

DISTRICT LIBRARY ACT OF 1965

Unless there is some local reason for this, it is difficult to understand why the District Library Act is restricted to cities of the third class. It would be equally desirable for a city of any class to be able to form a library district with adjoining townships or portions of townships.

Section KSA 12-1247 fixes the maximum tax levy for a district library at one and one-half (1-½) mills. Cities of the third class, however, are permitted under Section 79-1953 to levy up to two mills for library purposes. It would seem, therefore, desirable for the tax limitation of a district library to be the same as a library of a city of the third class.

The method of electing board members (KSA 12-1241) at an annual meeting of qualified voters may be a simple and convenient device but it may lead to the development of some objectionable practices in the form of clique control. A more formal election procedure may be desirable but it would be more expensive to administer.

A SUGGESTED ARRANGEMENT FOR KANSAS LIBRARY LAWS

Listed below is an outline indicating a suggested order in which the existing library laws should appear in Kansas Statutes Annotated. To effect this change, it will be necessary to request the Revisor of Statutes to renumber the sections consecutively to conform to this outline.

All of the sections listed below should be included in Chapter 12, Article 12 of Kansas Statutes Annotated in the following suggested order:

1. 12-1218 to 12-1230 (Municipal Library Act)
2. 12-1231 to 12-1235 (Regional Library Act)
3. 12-1236 to 12-1248 (District Library Act)
4. 12-1215 to 12-1217)
   12-1249 to 12-1251)
   14-437 to 14-438)
   14-438a to 14-438b)
   14-438d)
   15-1129 to 15-1130) Miscellaneous
   79-4001 to 79-4002) Provisions
   79-4003)
   80-804)
   80-805)
   80-806 to 80-807)
   80-808)

Since all of the above miscellaneous provisions refer specifically to municipal libraries, it would be more desirable to have them included in Chapter 12, Article 12, rather than in Chapters 14, 15, 79 and 80. Thus they would all be available in one place rather than scattered throughout the statute books.

The following sections should be included in Chapter 75, Article 25 in the following suggested order:

1. 75-2534 to 75-2546 (State Library Act)
2. 20-208, 20-208a, 20-214 (Distribution of Supreme Court Reports)
3. 75-2547 to 75-2552 (Regional Library Systems Act)

The sections relating to the distribution of Supreme Court reports should be in Chapter 75, Article 25 and not in Chapter 20 because they deal with State Library procedure.

Kansas Public Library Laws and Related Laws. Compiled by Fred W. Knecht. 1968

The manner in which the laws in this volume are presented makes it quite difficult for the layman to use. In the first place the material follows the arrangement of Kansas Statutes Annotated rather than being grouped under appropriate topics such as: Municipal Libraries; Regional Libraries; District Libraries; State Libraries; Regional Library Systems; Tax Levies; Bond Issues; Budgets, etc. etc. Another feature that makes for difficulty in using this volume on the part of the average librarian is the fact that the library laws and the related laws are run together and are not separated. Since this publication is intended for librarians and trustees, it would have been better for the library laws to appear in one major division and the related laws in a second division. The related laws, for the most part are technical in nature, and it is doubtful that they have much meaning for the layman.

The following sections appear to have been omitted from the compilation:

75-2538 to 75-2540
20-208
20-208a
20-214

INTERSTATE LIBRARY COMPACT

The library system concept is designed to break down institutional as well as political and geographical obstacles to improved library service. An important tool that can help to achieve this objective is the interstate library compact which permits cooperative library service to cross state lines. Since the system concept is committed to the philosophy that books and ideas must move as freely in a democratic society as do vehicles of transportation, state boundaries must not be allowed to operate as barriers in the flow of books and information.

It would be desirable, therefore, for the State of Kansas to adopt the interstate library compact which 22 states have now enacted.

(See American Library Laws for the provisions of an interstate library compact.)